

REPORT OF THE COMMITTEE

APPOINTED BY GOVERNMENT

Under Resolution (Police Dept.) No. ³⁷³
VIII-186A-2, dated 6th June 1890.

TO ENQUIRE INTO CERTAIN QUESTIONS

CONNECTED WITH THE

Police Administration

OF THE

NORTH-WESTERN PROVINCES AND OUDH.



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CONTENTS.

	<i>Pages.</i>
INTRODUCTION	i to v.
1. Previous history	1 to 7
2. Present organization	9 to 15
3. System of investigation of crime, methods adopted for purposes of detection, and measures deemed advisable with a view of improving the system of working and checking alleged malpractices by members of the force	17 to 35
4. Proposals for the re-organization of the Provincial Police, Civil and Armed ...	37 to 80
5. Suggestions for improving the present Railway Police system ...	81 to 90
6. Proposals for reform in the organization of the Municipal Town and Rural Police...	91 to 102
7. The working of the present law in regard to criminal tribes and the surveillance of criminal classes	103 to 109
8. The means of lightening the work of the police, especially clerical work at head-quarters	111 to 118
9. Miscellaneous questions, special references, and conclusion	119 to 123

APPENDICES.

- I.—Statement showing allocation, numbers, grades, and pay of the Civil Police in the districts of the North-Western Provinces and Oudh.
- II.—Statement showing present numbers, grades, and pay of the Armed and Mounted Police in the districts of the North-Western Provinces and Oudh.
- III.—Statement showing present grades, pay, and allocation of the Railway Police in the North-Western Provinces and Oudh.
- IV.—Statement showing present grades, pay, and allocation of District Police and chaukidári forces employed in and paid by the Municipal Towns of the North-Western Provinces and Oudh, administered under Act XV of 1873 or Act XV of 1883.
- V.—Statement showing present numbers, grades, and pay of the Town Police employed in the North-Western Provinces and Oudh in the towns administered under Act XX of 1856.
- V(a).—Statement showing distribution of thána allowances.
- VI.—Statement showing allocation, pay, and caste distribution of Rural and Road Police under the North-Western Provinces Act (XVI of 1876) and the Oudh Act (XVIII of 1876).
- VII.—Note by Secretary on the various systems of registration of sales of cattle.
- VIII.—Statement of present and proposed staff of Provincial Police (Civil and Armed) with financial results.
- IX.—Secretary's note on the staff of Civil Police required at stations and the size of police circles.
- X.—Note on the establishments in District Superintendents of Police Offices.
- XI.—Note by Captain Ryves on Railway Police.
- XII.—Note by Mr. Roberts on criminal tribes—
 - (a) Supplementary note on criminal tribes.
 - (b) Memorandum by Mr. Lloyd, regarding criminal tribes.
- XIII.—Note by Mr. Michel, regarding criminal tribes.
- XIV.—Note on police buildings by Colonel Ollivant.
- XV.—Note by Mr. R. Smeaton.

INDEX.

A.

	CHAP.	PAGES.
Accounts. Suggestions regarding keeping of—in District Superintendent of Police Offices	VIII	397—400
Act XX, Police. Present duties of—	II	43
Ditto. Present organisation of—	VI	350
Ditto. Present pay of jamadárs and chaukidárs of—	VI	353
Ditto. Proposed standard of numerical strength of—	VI	356
Allocation of Circle Inspectors	IV	125
Allowances to Sub-Inspectors in charge of recruiting centres	IV	241
Allowances to the subordinate staff	IV	242
Ditto. Good conduct stripes and—to rural police	VI	346—347
Ditto. district, to Court Inspectors	IV	227
Ditto. Hill proposals for the adoption of a fixed scale of—to members of the force	IX	417
Ditto. station, to Sub-Inspectors... ..	IV	235—239
Amalgamation of the North-Western Provinces and Oudh Police	I	22
Appeals. Submission of—by members of the force	IV	277
Appointment of Mr. Court as first Inspector-General of Police	I	4
Ditto. Rules for—to Provincial Police	IV	268—269
Ditto. System of nomination and—in the rural police	VI	338—341
Armed Branch. Pay, position, and prospects of Sub-Inspectors in the—	IV	240
Ditto. placed under their Departmental Officers	IV	266
Ditto. Strength of—	IV	116
Ditto. Proposals regarding manner of making appointments and promotions in the—	IV	269
Assistant District Superintendents. Increase in the number of—	IV	121

B.

Buildings. Suggestion regarding—required for members of the police force ...	IX	416
--	----	-----

C.

Cash payments. Opinions and proposals regarding introduction of the system of—to rural police	VI	332—335
Caste. Restrictions in the rural police	VI	342
Castes. Restrictions as to recruitment for civil police from certain—	IV	200
Chaukidárs. Proportion of jamadárs to—in the municipal police	VI	369
Circles. Size of, and strength required for, police—	IV	135—138
Civil Police. Present allocation and duties of—	II	39—40
Ditto. Proposals regarding manner of making appointments and promotions in the—	IV	268
Clothing. Abolition of deductions on account of—	IV	245
Commissioners. Position of—in regard to the police	IV	265
Committee. Appointment of a—to lay down the principles on which an efficient police force could be constituted in India	I	2
Ditto. Appointment of the Naini Tal—in 1860	I	3
Ditto. Appointment of a police—in 1863	I	11
Ditto. Proposals laid down by the police—of 1863	I	12—13
Ditto. Principles of re-organization as laid down by the Railway Police—appointed in 1882	V	289
Control. Saving of Inspector-General's power of general—	IV	278
Crime. Suggestions regarding submission of special reports of—	VIII	404
Criminal Tribes. Division of—	VII	373—375
Ditto. Exemption and retention of certain classes from and under the—Act	VII	377
Ditto. Special legislation for repressing and controlling—	VII	376

D.

Detective police. Suggestions regarding employment of a separate— ...	III	70—72
Diaries. Special submission to Magistrates of—of investigations made by the railway police	V	320

E.

Escorts. Suggestions regarding increase of treasure—	IX	413
Establishment. Present staff and duties of—in District Superintendent of Police Offices	II	39

	CHAP.	PARAS.
Establishment. Proposed changes in duties of—in District Superintendent of Police Offices	IV	139—144
Evidence. Regarding alleged malpractices by members of the force ...	III	49—58
Expenditure. Increase in—in grades of gazetted officers ...	IV	249—252
Ditto. Ditto Inspector, Sub-Inspector, and Head-constable	IV	253—256
Ditto. Ditto constable	IV	257
Ditto. Ditto on account of Training School ...	IV	258
F.		
Financial results of Committee's proposals	IV	248
Fine. Opinions regarding infliction of—	IV	272
G.		
Gazetted Officers. Changes and additions in grades of—	IV	118
Good conduct. Stripes to be awarded to Subordinate Police for—... ..	IV	246—247
Ditto. Stripes and allowances to Rural Police for—	VI	346—347
Grades. Changes in the—of Sub-Inspectors, Head-constables, and constables... ..	IV	126
Do. Alteration in the—of constables	IV	245
Guards. Substitution of Regular Police for the present—of Magistrates and Commissioners	IV	151
H.		
Habitual offenders. Identification of—	VII	387
Ditto. Surveillance over—to be legalized	VII	379
Ditto. Suggested definition of—	VII	381
I.		
Identification. Suggestions for the—of railway thieves	VII	388
Ditto. Use of anthropometry and thumb marks for—of habituals	VII	387
Inspector's circle. Reduction in number of—	IV	122—124
Ditto Court. Increase in the number of—	IV	123
Ditto do. Strengthening of staff employed under—	IV	179
Ditto do. Employment of—as prosecuting agency in Sessions Court	IV	180
Investigating officers. Increase in the number of—	IV	135—136
Ditto. Addition of Assistant Court Inspectors to the staff of—,	IV	152
Jamadars. Proportion of—to chaukidars in the Municipal Police	VI	369
Ditto. Abolition of—of Rural Police	VI	347
Jurisdiction. Proposals regarding break in the—between Ghaziabad and Saharanpur	V	306
Ditto. Limit of Railway Police	V	307
L.		
Law. Proposal for amendment of the—for taking security from bad characters,	VII	380
Do. Proposal for amendment of section 401, Indian Penal Code	VII	377
Do. Proposal for amendment of section 123, Criminal Procedure Code	VII	381
Do. Extension of section 349, Criminal Procedure Code, to the case of habituals convicted under section 75, Indian Penal Code	VII	384
Do. Proposed alteration in the wording of section 110, Criminal Procedure Code,	VII	385
Do. Proposed amendment of section 112, Criminal Procedure Code	VII	386
Do. Suggested alteration in section 7, Act V of 1861	IV	275
Do. Ditto 8, ditto	IV	274
Do. Alteration in—necessary if the system of payments by grant in land is retained	VI	336
M.		
Malpractices. Evidence regarding alleged—by members of the force	III	49—58
Ditto. Suggestions for checking the alleged—by members of the police	III	74
Mounted Police. Remarks regarding the present strength of—	IV	115
Municipal Police. Present duties of the—	II	44—45
Ditto. Latest organization of—	VI	361
Ditto. Suggestions regarding separation of—from Provincial Police,	VI	364
Ditto. Proposals regarding numerical strength and distribution to duties of—	VI	367—368
N.		
Nomenclature. All investigating officers to be called Sub-Inspectors... ..	IV	134
O.		
Offences. Suggestions that compoundable—be made non-bailable	III	112
Organization. First—of the police in these Provinces	I	5—9

	CHAP.	PARAS.
Organization. Principles of internal—	IV	260—264
Ditto. Latest—of Municipal Police	VI	361
Outpost Police. Present staff and duties of—	II	36—37

P.

Passes. Suggestions regarding introduction of free—on railway lines	V	303
Pay and prospects. Proposals regarding—of Act XX, Police	VI	358
Ditto ditto Municipal Police	VI	365
Ditto ditto Rural Police	VI	343—347
Pay, position, and prospects of gazetted officers	IV	212—222
Ditto of investigating officers	IV	231—239
Ditto of Inspectors (generally)	IV	223—230
Ditto of Reserve Inspectors	IV	224
Ditto of Circle Inspectors	IV	225
Ditto of Court Inspectors	IV	227
Ditto of subordinate staff (civil and armed)	IV	242—247
Ditto of head constables	IV	243
Ditto of constables	IV	245
Ditto of armed police	IV	259
Pension papers. Suggestions regarding preparation of—	VIII	405
Perjury. Suggestions for alteration of law regarding prosecutions for—	III	80—83
Platforms. Maintenance of order on railway—	V	293
Ditto. Power of station masters with regard to order on—	V	316
Police force. Re-constitution of the—as it now exists	I	15—16
Ditto. Organization of a special East Indian Railway—	I	21
Position. Proposals regarding—of Commissioners and Magistrates in regard to Civil Police	IV	260—265
Probation. Suggestions for fixing a period of—before appointment in the Civil Police	IV	209
Process-serving. Removal of the duty of—from hands of the Police	VIII	392—395
Property. Submission of written lists of stolen—	III	84—90
Prosecuting agency. Maintenance of the existing—in Magistrate's Court	IV	176—178
Prosecutions. Initiation of—against members of the force	IV	279
Ditto. Suggested alteration in Government order regarding—in Magistrate's Court...	IV	180
Punishments. Infliction of—on members of the Provincial Police	IV	271—276

Q.

Qualifications of gazetted officers	IV	157—158
Ditto of investigating, prosecuting, and subordinate supervising staff	IV	170—174
Qualifications. Educational—of investigating staff	IV	172
Ditto of subordinate staff	IV	199
Qualifications. Physical—of investigating staff	IV	171
Ditto of subordinate staff	IV	197—198
Qualifications. Further—required of Circle and Court Inspectors	IV	175
Quarters for municipal police	VI	370

R.

Railway police. Suggestions for establishment of the—as an imperial body	V	223
Ditto. Proposals of the Committee of 1882 for the organization of the—	V	289
Ditto. Different systems of—and defects in those systems	V	296—298
Ditto. Proposals for one amalgamated—force for all the lines in these Provinces	V	300
Ditto. Proposals regarding supervision of—	V	294
Ditto. Proposals regarding supervision of one amalgamated—force	V	301—302
Ditto. Pay and grading of officers and men in the—	V	308—312
Ditto. Transfers in the—	V	314
Ditto. Appointments, punishments, and promotions in the—	V	315
Ditto. Details of general working of the—	V	318
Railways. Addition of two District Superintendents for the—	IV	120
Ditto. Prosecutions against servants of—	V	317
Ditto. System of fastening and sealing wagons	V	321
Re-allocation of police-stations in certain districts	IX	414—415
Recruiting centres. Establishment of—	IV	203—205
Recruitment. Suggestions for the—of officers and men separately	IV	128
Ditto. Evidence regarding ditto	IV	132
Ditto. Method of—for the gazetted grades	IV	159—167
Ditto. Ditto investigating staff	IV	182
Ditto. Ditto subordinate staff	IV	203—205

	CHAP.	PARAS.
Recruitment. Evidence regarding—of literate constables on higher pay ...	IV	206
Ditto for Act XX police ...	VI	357
Ditto for municipal police ...	VI	366
Ditto. Separate—for Armed and Civil Branches ...	IV	207
Registers. Suggestions regarding English and Vernacular—in District Superintendent of Police's office ...	VIII	401
Ditto. Reduction in number of—prescribed for office of Court Inspector ...	VIII	402
Ditto. Ditto bulk of station— ...	VIII	408
Ditto. Proposals regarding reduction of—at reporting stations... ..	V	319
Ditto. Suggestions regarding—maintained at police-stations ...	VIII	407
Registration. Proposals regarding—of sales of cattle ...	III	108—111
Reports. Suggestions regarding submission of written—of crime ...	III	84—90
Reserves. Creation of adequate— ...	IV	145—149
Ditto. Abolition of the Jhānsi— ...	I	20
Returns. Suggestions regarding submission of periodical— ...	VIII	403
Rewards. Suggestions regarding grant of— ...	IV	280—284
Rural Police. Present strength and caste composition of— ...	VI	325
Ditto. Ditto system of payment of— ...	VI	326
Ditto. Original constitution and caste composition of— ...	VI	328—329
Ditto. Changes in the original constitution of the—force in both Provinces ...	VI	330—331
Ditto. Opinions and proposals regarding introduction of the system of cash payments to— ...	VI	332

S.

Secret service. Increase in the allotment for— ...	IV	285
Station police. Present staff and duties of— ...	II	34—35
Stations police. Subordinate staff required at — ...	IV	133
Summary of proposals regarding railway police ...	V	322
Ditto ditto criminal tribes ...	VII	389
Ditto of suggestions regarding Rural Police ...	VI	346—347
Ditto ditto Municipal Police ...	VI	371
Supervising agency. Present staff and duties of— ...	II	32—33
Suspension. Opinions regarding infliction of— ...	IV	272—273

T.

Tests. Abolition of certain—by which the work of Police Officers is judged ...	III	62—69
Thefts. Petty inquiries into—and cases of receiving stolen property ...	III	91—100
Training, further, for gazetted officers ...	IV	163
Ditto for Circle Inspectors ...	IV	194
Ditto for Court Inspectors ...	IV	195
Ditto Proposals regarding the—of subordinate staff ...	IV	210
Training school. Establishment of— ...	IV	183—193
Transfers from Armed to Civil Branch, and <i>vice versa</i> ...	IV	208

W.

Watch and Ward. Present duties of the—staff ...	II	42
Ditto Supervision over the—staff on railway lines ...	V	290—291
Ditto Inquiry into character and antecedents of—staff on railway lines ...	V	292
Whipping. Restriction of—to juvenile offenders, under proposed Surveillance Act ...	VII	381

REPORT OF THE POLICE COMMITTEE.

INTRODUCTION.

THE appointment of this Committee resulted from inquiries into the working of the police, which had for some time engaged the attention of the Governments of India and North-Western Provinces and Oudh. In 1888 the Government of India—acting upon suggestions contained in the reports of the administration of Police and Criminal Justice in various provinces in India, to the effect that crime was increasing, as also the difficulty of bringing criminals to justice—caused certain statistics bearing upon the subject to be collected, and the conclusions to which those statistics seemed to point were communicated to the Government of the North-Western Provinces and Oudh by the Government of India in their letter of the 22nd December 1888.

2. The Government of India said that while it appeared that there had been no appreciable increase of serious crime in the North-Western Provinces and Oudh, there had been no improvement in the administration of criminal law, which continued to be defective. The Local Government was requested to enquire into, and report upon, the causes of, and the possible remedies for, the defectiveness of the criminal administration, and it was suggested that it would be necessary for this purpose to pass under careful review the condition of the police, of the Courts of Criminal Justice in the United Provinces, and the punitive and deterrent character of jail administration. It was further suggested that the principal cause of the defects alleged would be found in the condition of the police, and that a full inquiry into the working of that Department was probably desirable.

Government of India's
letter No. 631, dated 22nd
December 1888.

3. To this letter the Lieutenant-Governor and Chief Commissioner replied to the following effect: "Reviewing the statistics furnished by the Government of India, and a large body of other statistics of a similar character, he came to the conclusion that the apparent increase of crime in the provinces under his control was due, in a great measure, to improved reporting rather than to any positive increase in the number of offences committed." This conclusion was endorsed by almost the whole of a very large number of officers whose opinions were taken on this and cognate points. As to the efficiency of the police in the detection of crime, it did not appear that they had been really less successful of late years than formerly. It was to be remembered that the police were, as a rule, a comparatively ill-educated and untrained body of men; that they had to work a system which was in principle thoroughly opposed to all native methods of police investigation; and that they met, if not with actual obstruction, at any rate with no co-operation from the people. Moreover, although the composition and working of the police force were in many respects open to criticism, yet there were other causes which might operate in an equal or even greater degree to secure immunity for crime, notably the insufficient agency for prosecution in the Magistrate's Court, the asserted unwillingness of native Magistrates to deal boldly with criminal cases, and the inefficiency of the jails as deterrents from crime; and to these causes might be added others arising from the nature of the people, namely, their want of public spirit and dislike to being concerned in any way with a Criminal Court, and the dubious nature of the evidence commonly given when they did come into Court. His Honor then went on to discuss various internal reforms in the police, and suggestions as to strengthening the prosecuting agency in the lower courts. The ultimate conclusion

Minute of the Lieuten-
ant-Governor, dated
7th October 1889.

at which he arrived was that, taking all the circumstances of the case into consideration, and not relying solely on arguments drawn from statistics, which in such matters were liable to be fallacious, it did not appear that the North-Western Provinces and Oudh compared unfavourably with the neighbouring provinces, or that there was in fact any increase of crime or of failure to prosecute crime to such an extent as to excite apprehension. It was advisable to institute an inquiry into the precise measures to be adopted for improving the police; but such inquiry should be subjected to carefully-limited restrictions, and directed to a special end. The points in which the police needed improvement, and the causes of their deficiency in those respects, were well known: the inquiry should be directed not so much to the causes of failure as to the methods to be adopted to rectify what were known and admitted to be such causes.

4. On receipt of the Lieutenant-Governor's Minute the Government of India wrote admitting the force of the Lieutenant-Governor's conclusions, and authorizing him, if such a course should be deemed expedient, to convene a Provincial Committee to consider how the remedies suggested might best be applied to suit the local conditions. The Government of India also made some further suggestions for the consideration of the Local Government as to the method of improving the internal organization of the police.

5. Acting on the letter of the Government of India above referred to, the Lieutenant-Governor was pleased to appoint the undermentioned officers to form a Committee for the purpose of inquiring into certain questions connected with the Police administration of the North-Western Provinces and Oudh, namely:—

Mr. W. Kaye,	Officiating Member of the Board of Revenue	...	...	...	...	<i>President.</i>
Colonel A. Ollivant,	Inspector-General of Police	...				} <i>Members.</i>
Mr. R. Smeaton,	Secretary to Government, Financial Department	...	...	...	...
Mr. D. T. Roberts,	Magistrate of Gorakhpur	...				
Mr. J. B. Thomson,	Secretary to Government, Judicial Department	...	...	...	...
Mr. F. W. Porter,	Magistrate of Allahabad	...				<i>Member and Secretary.</i>

Two non-official members were also appointed to serve on the Committee: these being—

Mr. J. Michel of Dasnah, Meerut, and Rāja Udai Partab Singh, talúqdár of Bhinga in Bahraich.

The points to which the Committee so appointed were requested to direct their special attention were as follows:—

- (1) the qualifications, whether educational or otherwise, to be required of the investigating officers of the police, *viz.*, Inspectors, Sub-Inspectors, and Head constables; the salaries attached to these offices; and the methods of recruitment, training, and promotion;
- (2) the present system of investigation of crime, and the methods adopted for the purposes of detection;
- (3) the necessity for any increase to the pay of police constables;
- (4) the adequacy of the present system of the recruitment and training of police constables;
- 5) the organization of the municipal, town, and rural police, with any suggestions for reform in those bodies;

- (6) the qualifications, educational or otherwise, to be required of the prosecuting officers of the police, *viz.*, the Court Inspectors, and the salaries to be attached to the office ;
- (7) whether any measures are deemed advisable or practicable with the view of checking alleged malpractices by members of the force ;
- (8) the means of lightening the work of the police, especially clerical work at headquarters ;
- (9) the sufficiency of the present numerical strength of the constabulary force ;
- (10) the working of the present law in regard to criminal tribes and the surveillance of the criminal classes.

6. Under the order of appointment the Committee were not precluded from inquiry, after reference to Government, into any cognate question ; but their express functions were defined as being "to ascertain and define defects in the working of the present system, and to recommend the remedies that are best suited to local conditions ; but not to take into consideration radical or vital changes in the existing organization."

7. Acting on the clause of the Government Resolution quoted in the preceding paragraph, the Committee at their first meeting asked the permission of Government to take into their consideration the following points :—

- (1) the grades and pay of gazetted officers of the police ; and
- (2) the organization of the Railway Police with special reference to the points noted in the convening Resolution.

The requisite sanction having been received under G. O. No. $\frac{438}{VIII-186A}$, dated 24th June 1890, these two points were added to the list of questions to be considered.

8. The Committee started work at Naini Tal on the 16th June 1890. It was determined at their first meeting to formulate a series of questions on the points raised in the Government Resolution, and to circulate these questions when completed to witnesses selected by District Officers, or by members of the Committee, and also to those who might volunteer to give evidence. In pursuance of this Resolution District Officers were called upon to submit lists of the leading residents of their districts, European or native, official or non-official, who could in their opinion furnish useful and reliable information on the subject in hand. Notices were also inserted in several of the principal papers, English and native, calling upon any who wished to give evidence to come forward. The list thus framed was next carefully scrutinized by the Committee, and several names added by the members from their own personal knowledge. The completed list will be found in the separate volume of evidence accompanying this report. The total number of witnesses asked to give evidence amounted to 320 ; of this number 221 were nominated by District Officers, 68 by the Committee, and 31 were volunteers. The number actually examined by the Committee on their various tours aggregated 263 ; the others, for one reason or another, did not respond to the call made upon them.

9. While this list was in process of formation, the Committee held 10 meetings on the dates marginally noted. At these they framed the questions which will be found at the commencement of the volume of evidence. These questions as originally framed were completed at the 10th meeting, and came up for final sanction at the 11th meeting on 17th July 1890. It was then decided to divide them into three parts :—
- | | |
|-----------------------|--|
| (1) June 16th, 1890. | |
| (2) June 19th, 1890. | |
| (3) June 23rd, 1890. | |
| (4) June 26th, 1890. | |
| (5) June 30th, 1890. | |
| (6) July 3rd, 1890. | |
| (7) July 7th, 1890. | |
| (8) July 10th, 1890. | |
| (9) July 12th, 1890. | |
| (10) July 14th, 1890. | |

Part I.—To include those questions on general principles regarding which the Committee consider it desirable that the opinions of the general

public, all District Officers, and certain selected District Superintendents of Police should be obtained.

Part II—To contain technical questions regarding police organization on which the opinion of experts is desired. These to be referred to all District Officers and to certain of the senior District Superintendents detailed by the Inspector-General of Police, North-Western Provinces and Oudh.

Part III—To comprise questions regarding district statistics, to be answered jointly by all District Officers and District Superintendents of Police in the United Provinces.

By the end of July the questions had been printed and circulated to District Officers for distribution to the witnesses.

10. Meanwhile, at their 12th meeting, on July 21st, the Committee arranged to divide into two Sub-Committees, so as to get over as much of the ground as possible during August and September. Their idea was to take first the smaller districts and those in which the less important witnesses were probably to be found, and to reserve the larger and more important districts to take up when matters had further developed. In pursuance of this plan it was decided that the Sub-Committee, consisting of the President, Mr. Michel, and the Secretary, should take up the districts of the Agra, Jhānsi, Meerut, and Rohilkhand Divisions, excepting Meerut, Sahāranpur, Agra, and Muttra: while to the second Sub-Committee, composed of Colonel Ollivant, Mr. D. T. Roberts, and the Rāja of Bhinga, should be assigned the Allahabad, Benares, and Oudh Divisions, excluding Allahabad, Cawnpore, Gorakhpur, and Lucknow, with the neighbouring districts, Bara Banki, Unao, and Rae Bareli. Messrs. Smeaton and Thomson could not of course take any part in these tours as they had their regular duties as Secretaries to Government to carry on. The work assigned to these Sub-Committees was completed by the 1st October 1890.

11. The Committee re-assembled at Naini Tal early in October. They held three meetings during this month on the 5th, 9th, and 15th. These were occupied in considering the evidence already collected, coming to definite conclusions where possible, and arranging for the collection of further evidence. By the third week in October the non-official members were obliged to return to their ordinary avocations. The official members also had to disperse on tour. The only members who remained to carry on the work of the Committee were Mr. D. T. Roberts and the Secretary. During the first half of November, Mr. Roberts and the Secretary were occupied in taking the evidence of the Lucknow and Cawnpore witnesses. They were again joined by Mr. Kaye, the President, who had, on 12th November, been relieved of his duties as Officiating Member of the Board of Revenue. Further evidence having been collected, the Committee resumed their deliberations in December.

12. Between 3rd and 9th December five meetings were held: the rough draft of the Committee's scheme was approved, and many other points disposed of.

13. On 10th December Mr. Roberts had to rejoin his appointment as Magistrate and Collector, Gorakhpur. The whole work then fell on the President and Secretary. The latter half of December was spent in taking the evidence of the Gorakhpur witnesses and working up details of the scheme for re-organizing the various branches of the Civil Police. During January and February the statements of the remaining witnesses in the western districts—Agra, Meerut, Sahāranpur, and Dehra—were recorded. The whole of the evidence was collated, and on the 2nd March the Committee were summoned to hold their final sittings. This series consisted of seven meetings, the Committee sitting daily from the 3rd to the 10th March.

14. On the whole the Committee have held 27 meetings, and, not including District Officers and District Superintendents of Police, have examined at various times over 200 independent witnesses. To do this they have been obliged to visit

almost every district in the United Provinces. The work of bringing all this mass of evidence into shape has been one of no small magnitude, and will more than anything else account for the time it has taken the Committee to complete their labours.

15. It is unfortunate that, except at the initial meetings in June and July, it has been found impossible to get all the members of the Committee together at any series of meetings. At the October meetings Mr. Smeaton was absent on leave, and the Rájá of Bhinga, owing to family business, could not attend. In December Mr. Smeaton was again absent, this time on account of illness; while Mr. Michel, owing to business calls, could only attend two out of the five meetings.

16. Even at the Committee's final sittings in March it was found impossible to obtain full meetings: Mr. Smeaton pleading stress of work, and the Rájá of Bhinga being unable to absent himself from the Viceregal Council.

17. As Mr. Smeaton has not attended any meetings, except the comparatively unimportant ones, at which the questions for witnesses were framed, and as he is therefore unaware of the reasons on which the Committee's conclusions have been based, it is not proposed that he should be asked either to assent to or dissent from those conclusions. His name will not, therefore, appear among those of the signatories to the report which the Committee have now the honor to submit. A note recorded by him with reference to the above remarks forms Appendix XV to the Committee's report.

REPORT OF THE POLICE COMMITTEE.

CHAPTER I.

HISTORY OF PREVIOUS CHANGES IN POLICE ORGANIZATION.

BEFORE the mutiny police duties were discharged by a number of establishments having no connection one with the other. Escorts and guards were chiefly provided by the sepoy army. For patrol duty there were special forces of road and river police. Jails had their own special guards, magistrates their own sawárs. Detective duties were undertaken by what was known as the thána police. During and after the mutiny, in addition to the civil police detailed above, a large body of military police was entertained. The cost of the police of all kinds employed in the North-Western Provinces was found in 1860, *after the first great reduction had been made*, to be as high as 62½ lakhs.

2. Previous to the mutiny, as the outcome of the Madras Torture Commission of 1855, police reform had been under consideration. In 1860 a Committee, of which Mr. Court was President, was convened in Calcutta to reduce establishments, and to lay down the principles on which an efficient police force could be constituted in India. The result of the Committee's consultation was the drafting of Act V of 1861, practically in the form in which it was eventually passed. The Committee also laid down 70 general propositions, based chiefly on the Irish constabulary system, and embodying their views as to how a police force should be constituted.) These propositions will be found in Appendix I of the Police Manual of 1863. (Shortly they come to this: that there should be one force of civil police for all duties not properly belonging to the army, and that all forms of military police should be abolished; that the special Departments, such as Thaggi and Dakáiti, &c., should be merged in the civil police; that mounted men were, as a rule, useless, and should be dispensed with as far as possible; that there should be no separate detective branch; that there should be an Inspector-General for the Provinces and a European Superintendent for each district; That Commissioners, while exercising a general control, should have no executive powers; that the District Superintendent, Police, should be under the control of the District Officer, and responsible to him for the efficient performance of the executive duties of the police, while in all departmental matters he should be under the Inspector-General only. The resolution also laid down the grades, though not the pay, of the subordinate police. It divided police districts into Divisions and Sub-Divisions, laying down that police should always be stationed in fairly large parties. It also laid down the somewhat peculiar principle that by means of constables' rural walks every village, thoroughfare, &c., was to be visited once in 24 hours. It provided for the quartering of extra police, when required, for the keeping of diaries, and for the wearing of a uniform to be provided, except in the case of Inspectors, at the cost of the State

3. While the Calcutta Commission was sitting a small Committee, appointed by the North-Western Provinces Government, and presided over by Mr. Fleetwood Williams, was considering police organization at Naini Tal. This Committee did not report till the Calcutta report had been published. They took exception chiefly to two of the Calcutta propositions, *viz.*, the separation of Commissioners from executive police duties, and the abolition of mounted constables. They proposed the appointment of Assistant District Superintendents and of six Divisional Superintendents, one for each Commissioner's Division. They estimated the cost of the force they proposed at Rs. 35,25,516.

4. In November 1860 Mr. Court was appointed the first Inspector-General for the North-Western Provinces. He was left to organize the police on the lines laid down by the Calcutta Commission modified by the addition of the six Divisional Deputy Inspectors-General proposed by Mr. Williams' Committee, and

by a departure from the principle that police should be kept in fairly large bodies to allow of the allocation of numerous outposts of one head constable and six constables, it being sought to keep all stations within six miles of one another.

5. Mr. Court worked out the new establishment district by district, the new District Superintendents of Police being first appointed. For these European appointments the military police then brought under reduction was largely drawn upon: 33 out of the first 38 permanent District Superintendents of Police having been Military Officers, while the five Civil Officers appointed were all in the lowest grade. The method of allocation adopted was that each district was divided into a number of police circles, which were as far as possible made to correspond with existing parganas or tahsíl divisions. Over each police circle an Inspector was appointed, and under the Inspector there were a certain number of chief constables and head constables in charge of police-stations. For the work of investigation in the police division the Inspector was responsible, and chief constables and head constables worked only under his directions. The number of constables appointed to a district depended upon the number of police-stations, and the number of police-stations depended largely upon the area of the district, it being sought, as stated above, to keep stations as nearly as might be within six miles of each other.

6. Mr. Court's arrangements for the regulation districts of the Provinces were completed and reported by April 1861. For the Jhānsi Division and Ajmere, then a part of the North-Western Provinces, arrangements were completed in cold weather of 1861-62. By the beginning of 1862 the new system had been everywhere introduced in the North-Western Provinces. The actual cost of the force as newly constituted was found to be something over 35½ lakhs.

7. A Deputy Inspector-General was appointed for each Commissionership. His chief duty was to supervise the work of District Superintendents and to decide appeals from departmental orders passed by them. He was also invested with the power of a Magistrate as to offences against the Police Act committed by Police Officers; but this power was not long after taken away from him on the ground that he could not legally exercise it. The real head of the police was the District Superintendent. With him lay the power of appointment and punishment; and to him, therefore, and to him alone as the supreme power, the whole force looked. Practically, the Magistrate's influence over the police was effaced. He was prohibited from giving any order to the police except through the District Superintendent, and he only knew as much of what was going on in police matters in a district as the District Superintendents chose to tell him. Naturally, considerable friction arose. Some of the Magistrates pointed out that the effect of the changes introduced had been to substitute for a Magistrate with considerable experience and great influence in affairs of all kinds throughout the district, an officer practically of no experience, and whose influence only extended to the police immediately under him. One Magistrate, Mr. A. O. Hume, put on paper an elaborate criticism of the new *régime* which was perhaps hardly sufficiently answered by the Government of the day when they snubbed him for having, among other reforms, proposed the abolition of the Sadr Court, on the ground that such proposals coming from a man of only 12 years' service were impertinent.

8. One somewhat curious reform instituted about this time appears prominently in the records. Till the new police were introduced a custom according to which letters were distributed in the interior entirely through the police prevailed, and it was not without some difficulty that the Postmaster-General of the day was prevailed upon to appoint rural postmen to undertake the distribution of letters.

9. In spite of the prevailing desire to introduce police everywhere Kumaun and Garhwál under Colonel (now General Sir) Henry Ramsay proudly maintained their independence. Indeed it is only now that the red-turbaned policeman is

beginning to be seen in the hills which, as last year's experiences in Naini Tal showed, are losing some of their former Arcadian simplicity.

10. In January 1862 the Imperial Police Committee submitted its final report, and was shortly after dissolved. Colonel Bruce, a prominent member of that Committee was, however, retained as a general adviser on police matters to the Government of India, an office which he seems to have exercised with much energy and acumen, but not with much tact. Before dissolving, the Imperial Committee committed itself to an opinion, for which, however, it was wise enough apparently to give no reasons, that the North-Western Provinces police should not cost more than 30 lakhs.

11. By this time financial necessity was pressing hard upon the Government of India, and Colonel Bruce was sent round to see what economies he could effect in police expenditure. With him in the North-Western Provinces was associated Mr. Inglis and the Honorable R. Drummond, and these three formed what is known as the Naini Tal Police Committee of 1863. It was not till the present Committee had advanced some way in its discussions that we obtained the report of the Committee of 1863, and we freely admit that in many of our conclusions and proposals we have been anticipated by the Committee which sat nearly 30 years ago.

12. The chief principles that the Committee laid down were the following :—

- (1) They objected to a servile imitation of the Irish constabulary system, and they threw scorn upon the constable's rural walk system. They said that the village chaukidár was the proper reporting medium, and should continue to be so utilized.
- (2) They objected to existing arrangements in that the police had been broken up into too small bodies, and they reiterated the principle that, as far as practicable, police should always be stationed in considerable bodies. Acting on this principle, and with the aid of a map and, as Mr. Court subsequently averred, of a pair of compasses, they proceeded to lay down the number of first and second class stations and outposts required for each district.
- (3) They abolished the system of police divisions presided over by an Inspector, thereby greatly reducing the number of Inspectors, of whom a few only on high pay were retained for inspecting purposes and as Court Inspectors.
- (4) They raised the number, status, and pay of the station officers, posting a chief constable at every first class station and a head constable at every second class station, each being placed in independent charge of his own station.
- (5) They appointed a writer for each station. For first class stations they laid down a scale of four officers and 12 men, and for second class stations of two officers and six men. Acting on these lines they fixed the strength of the police for each district separately. Some latitude was allowed as to the distribution of stations and of the allotted police force within the district, but no alteration was allowed in the number so allotted.
- (6) They objected to the rule according to which every officer below an Inspector must pass through the ranks, and they also objected to the principle laid down by the Calcutta Commission that every clerk in a police office must be a Police Officer.
- (7) The Committee further proceeded to lay down the normal strength of all guards for jails, look-ups, treasuries, &c., and also to fix a reserve calculated for each district separately which would, they considered, suffice for all extra duties. Sawárs were largely reduced, a certain number

being assigned to each district and a special force for patrol of certain trunk roads.

- (8) They proposed to entrust to the regular police thus constituted all special duties hitherto performed by road and river police, by ferry police, and by the Thaggi and Dakáiti Department.
- (9) They also proposed the abolition of the special Jhánsi reserve, which was practically a body of military police. They pointed out that Commissioner's Police powers had under the new system been practically entirely taken away, and they proposed to restore to them much of the power which had passed into the hands of Deputy Inspectors-General, and to reduce the number of those officers from six to two.
- (10) They disagreed as to the amount of authority over the police which should be given to Magistrates, but they agreed that Magistrates had not got nearly as much as the law intended them to have. With regard to District Superintendents they proposed to substitute for the existing scale of pay, which ranged from Rs. 800 to Rs. 400 a month a scale ranging from Rs. 1,000 to Rs. 500. They did not propose any addition to the number of Assistant District Superintendents of Police because they proposed that every Assistant Magistrate should at the beginning of his service be made to work as an Assistant District Superintendent of Police.
- (11) They went on to state emphatically that the chief principle they advocated was to raise the pay and position of station officers and to reduce the number of the rank and file, and they added a warning, not perhaps without some prescience of the view then as now likely to be taken of such proposals by Financial authorities, that if the Government adopted half of their scheme without adopting the other half, that is, if they reduced the number of rank and file and did not raise the pay of the station officers, the scheme would not be their scheme, and they would not be answerable for the results.

13. The conclusions of the Naini Tal Committee of 1863 have been quoted at considerable length because most of the subjects discussed by them have come up again before the present Committee, and we wish to show plainly how far our views now correspond with those of our predecessors of 30 years ago.

14. Mr. Court, the author and originator of the system thus radically assailed, naturally objected most strongly to the changes proposed to be introduced. He fought for his rural walk system, for his allocation of stations which he said had been fixed after careful local inquiry and not by aid of a map and a pair of compasses. He objected to the rehabilitation of the power of Magistrates over the police, holding that the supreme authority must necessarily remain in the hands of District Superintendents. He objected to station officers being allowed to work without the supervision of Inspectors. He urged in the strongest language that the reduced force of rank and file proposed by the Committee could not possibly do the work that had to be done. He objected to any officer below an Inspector entering the police except through the ranks. He objected to the reduction in the number of Deputy Inspectors-General at any rate below four, and pointed out that the appointment of Assistant Magistrates to be temporarily Assistant District Superintendents of Police would in no way do away with the necessity for a considerable body of such Assistants.

15. The Government of the day took the side of the Naini Tal Committee, and it was in accordance with their views that the North-Western Provinces police force was finally re-constituted pretty much as it now exists. Inspectors were reduced in numbers, and chief constables, then for the first time called Sub-Inspectors, were

placed in independent charge of police-stations. A writer was appointed at each station, crime reports were brought to the station as of old by village chaukidárs, and the only relic left of the constables' rural walk system was that each constable was told off to a circle, and performed any duty that had to be done within that circle. The Committee's scale of establishment for stations was accepted with the reduction of one head constable, as also was after some local inquiry their allocation of stations. The police were brought considerably more under the Magistrate, reports and diaries being now submitted to him, and his concurrence required in all promotions of officers. The chief points on which the Government did not give effect to the Committee's recommendations were these. They retained, temporarily as they said, four instead of two Deputy Inspectors-General. They declared it unsafe at that time to abolish the special Jhānsi reserve. They adopted only in a half-hearted manner the Committee's cardinal principle, *i.e.*, reduction in numbers of the rank and file and increase to the pay of station officers. Finally, they abstained from reducing a large number of sawárs on the ground that they had been loyal during the mutiny.

16. The subordinate branches of the police force having been thus after a fashion re-constituted in accordance with the recommendations of the Committee of 1863, attention was turned to the position occupied to one another by the superior officers. In April 1864 the North-Western Provinces Government, urged thereto by India, issued a circular defining the relative positions of Commissioners, Magistrates, and District Superintendents of Police. It wrote "the time has come for insisting upon the general subordination of the police, as of all other local authority to the administrative officer of the district." The District Superintendent of Police was at this time declared to "be entirely subject to the general control of the Magistrate."

17. The Government of India, on receiving the report of the North-Western Provinces Government proceeding, remarked that the proposal of the Committee to reduce numbers and increase pay must be carried out. Their order at the same time left a loophole of escape, for it said the increase of officers proposed was perhaps more than necessary, and that no increase of pay was to be given till an equivalent saving had been effected. It fixed the cost of the revised police force at 32½ lakhs, and said that sum must not be exceeded.

18. Colonel Bruce next appears upon the scene; and if the Government of India's orders lacked directness, the same cannot be said of their Lieutenant's criticism. In a letter to the Government of India, a copy of which he sent to the Lieutenant-Governor direct, he criticised the action of the North-Western Provinces Government in no sparing terms: he showed that the retention of the two extra Deputy Inspectors-General and of the loyal sawárs was utterly indefensible. He objected to the subordination of the police to the Magistrate, and declared it illogical to give the latter power to promote, but none to punish. He objected to the retention of the Jhānsi and Ajmere reserve. He alleged that the result of the Government orders had been that there had been no real reduction of numbers or real raising of pay, and that the police force as established was not that recommended by his Committee. Finally, he objected to Mr. Court's going to Naini Tal, though he was honest enough to admit that he himself had derived benefit from occasional visits to the hills.

19. If Colonel Bruce's criticism had been conveyed in more temperate language, it would have had more effect: for he certainly had a good case. The Government of India could not, however, openly support such outspoken condemnation of the Lieutenant-Governor's action, and much of Colonel Bruce's criticism consequently proved ineffectual. The two extra Deputy Inspectors-General did indeed somehow disappear; but the real complaint that the reduction of numbers and raising of pay proposed by his Committee had only been partially given effect to, remained apparently unredressed.

20. With regard to their retention of the Jhānsi reserve, the North-Western Provinces Government were able, for a time successfully, to meet the criticism directed against them. This subject is of interest now, when the state of things existing in these days in Bundelkhand has lately been reproduced in one part of it, Lalitpur. The following remarks of Lieutenant Thaine, District Superintendent of Police in Lalitpur in 1861, might have been written in 1881, and still have been true:—

“ Although the dakāit leaders, Debi Singh and Bikramajit, have been at length destroyed, it must be borne in mind that there are still two others of similar character and influence, viz., Jaswant Singh and Bughhat Singh, in outlawry. These men are at the head of gangs at present indeed numerically weak, but which have become so only of late and may at any moment swell to their former strength. These I have been at length enabled (with the greatest difficulty however) to keep beyond the borders of this district, with the force at present at my disposal. With a smaller force I have no hesitation in stating my belief that it will be beyond my power to do so. Nearly half the extent of this district is covered with dense and extensive jungles which the dakāits would never leave, but for the pressure brought on them by the presence of numerous bodies of police constantly engaged in patrolling. These parties, if the Jhānsi reserve is withdrawn from Sultanpur or extensively reduced, I shall be unable to furnish; and the jungles of this district will be consequently as open to the residence of dakāits as those of Gwalior are at this moment.

“ In fixing the strength of the police for this district the lawless nature of the Bundela inhabitants should not be lost sight of, and their habits and proneness to go into outlawry for the very slightest and sometimes no apparent reasons at all. As an illustration I may mention the case of Jaswant Singh of Dulwarah now in outlawry, who belongs to one of the most influential Bundela families in the district. This man who had lived quietly in his village subsequent to the mutiny, and who is now one of our most troublesome dakāits, went into rebellion about a year ago, for no other cause than a suspicion on his part that a *bania* to whom he owed a few hundred rupees was about to sue him for the amount. It is obvious that under such circumstances as those to which I have above referred, a much larger reserve is required in this district than in such as the inhabitants are of a more peaceable character. It may, moreover, be remarked that the numerous gangs of dakāits that so lately infested the jungles of Gwalior and joined in all the outrages that were committed on this side of the Betwa, although they have been pardoned and allowed to come in by the Gwalior authorities, will in all probability before long (according to Bundela habit) again betake themselves to the jungles. They have suffered no punishment, and consequently in the hope of similar immunity from punishment will, as is generally the case with this class, probably ere long revert to their former habits.

Eventually matters quieted down, but it was not till 1876 that the Jhānsi special reserve ceased to exist.”

21. In 1867 a special East Indian Railway Police, under an Assistant Inspector-General, was constituted; otherwise the police system thus constituted in 1864 worked with little alteration, until in 1876, when Sir John Strachey issued a notification, which destroyed the District Superintendents of Police last shadow of independent power. Under that order the District Superintendent was constituted the Magistrate's Police Assistant, and nothing more. The Magistrate's express sanction was required to all appointments, promotions, punishments, and transfers, and in effect if the Magistrate chose to assert his rights the District Superintendent of Police could not of his own authority fine a *chaukidār*. It says a good deal for the tact shown by both Magistrates and District Superintendents that such a system should have for the most part worked without continual and violent friction. This order practically made the position of the old Military District Superintendents still remaining almost impossible, and would have rendered difficult any further recruitments from that class had such been contemplated. As a fact the system of recruiting from the army had long been given up in favour of a system of personal selection from among the class of unemployed Europeans temporarily or permanently resident in India. At the same time Sir John Strachey declared all Commissioners to be *ex-officio* Deputy Inspectors-General, and transferred to them the powers as to promotion and punishment up to that time held by the Police Deputy Inspectors-General. In order to bring in the influence of *Tahsildārs*, they were at the same time declared to be Assistant District Superintendents of Police *ex-officio* within their ordinary jurisdiction. No good resulted

from this last order, for Tahsildárs proved much too astute to embroil themselves with a powerful class by interfering in police matters, and seven years later the order was repealed by Notification No. 365 of 2nd March 1883, on the ground that a Tahsildár as a Police Officer could not record a confession, and that this was inconvenient.

22. In 1877 the Oudh Police force ceased to have a separate existence, and was amalgamated with the North-Western Provinces Police. In 1879 Sir George Couper ruled that the salaries of Rs. 1,000 to Rs. 500 paid to District Superintendents of Police and Rs. 400 to Rs. 300 to Assistant District Superintendent of Police were unnecessarily high, and he abolished the four Rs. 1,000 appointments of District Superintendents of Police and five out of six of the Rs. 400 appointments of Assistant District Superintendents of Police, bringing in new grades of Rs. 400 and of Rs. 250 for District Superintendent of Police and Assistant District Superintendent of Police respectively. The rights of present officers were, however, to a considerable extent reserved, and the new scale cannot even yet be said to have come fairly into force.

23. Since that date the change of most importance that has occurred has been the strengthening of the armed reserves commenced by Sir Alfred Lyall. The Etáwah riots in 1886 and the outbreak of dakáiti on the Agra border in 1886-87 brought prominently to notice the weakness of the armed reserves, and hastened the decision of applications for strengthening them which had been long pending. The money required was obtained by reducing largely the number of mounted police, and by 1889-90 an addition of some 1,200 had been made to the armed branch and of some 300 to the civil reserves. Of the armed reserve 400 were armed with Sniders, and arrangements were made for eventually arming 1,200 men of the armed branch with breechloading carbines. The last reform was obviously required, for Mr. Hobart, when Inspector-General, reported that his men's firelocks were in such a condition that when marching against dakáits they had to hold the muzzles up in the air to prevent the bullets tumbling out!

24. About the same time the appointment of four additional Assistant District Superintendents of Police and eight additional Court Inspectors was sanctioned. This brings the history of police organization up to the date of the appointment of this Committee.

CHAPTER II.

PRESENT ORGANIZATION.

Classification of the forces.

25. The police forces of these Provinces may be classified under five main sub-divisions :—

1. The Provincial Police.
2. The Railway Police.
3. The Rural and Road Police.
4. The Act XX or Town Police.
5. The Municipal Police.

The Provincial Police is further sub-divided into three branches—Civil, Armed, and Mounted; the Armed and Mounted Branches are purely Provincial, and are paid entirely from Provincial Revenues. Of the Civil Branch, portions have been told off for employment in cantonments and municipalities: the charges for these are defrayed from the funds of the cantonments and municipalities concerned.

26. Details of the numerical strength, grades, pay, and allocation to districts, railways, municipalities, and towns of each of these bodies will be found in Appendices I to VI accompanying this report.

27. The annexed abstract shows the present strength in each grade of every branch of the police forces in the United Provinces :—

Description of force.	Deputy Inspectors-General.	Assistant Inspectors-General.	District Superintendents.	Assistant District Superintendents.	Inspectors.	Sergeants.	Sub-Inspectors.	Head constables.	Constables.	Total, Regular Police.	Jamādārs and Dafadārs.	Chaukidārs.	Total of Auxiliary Force.	Grand total of Regular Police and Auxiliary Force.
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
Provincial district police.														
Civil Branch					194	...	647	2,523	11,944					
Cantonments, Armed Branch					2	...	6	51	346					
Mounted do.							59	1,001	6,417					
† 39									378					
Provincial Railway Police	...	1	...	...	7	9	9	63	246	335	4	368	372	707
Rural and Road Police	...	...	...	...	...	...	...	...	...	...	28	106,827	106,855	106,855
Municipal Police	...	...	...	1	* 2	...	* 3	* 125	1,609	1,740	250	3,973	4,223	5,963
Act XX (of 1886) Town Police,	...	...	...	...	...	...	...	...	...	...	225	2,811	3,036	3,036
GRAND TOTAL	2	2	48	13	205	9	724	3,802	20,940	25,745	507	113,979	114,486	140,231

* Includes 1 Inspector, 1 Sub-Inspector, 4 head constables, and 31 constables in the Naini Tal and Almora Municipalities not on the rolls of the regular police.

† Includes 17 Lance Dafadārs.

28. Treating of the police from the point of view of the duties they have to perform, all classes of police may be brought under one or other of the following three heads—Detective, Protective, and Preventive, or, in other words, law, order, and watch and ward.

29. Omitting the superior officers who are entertained for the supervision of the force as a whole, it may be said, speaking broadly, that the Civil Branch represents the staff employed for the purposes of law: the Armed and Mounted Branches constitute the agency for the preservation of order, while the Rural, Act XX and Municipal Police form the watch and ward force. This at all events

appears to have been the distribution of duties aimed at when the forces were first organized. How far the original design has been followed in practice will be seen when we come to deal with the different branches in detail.

30. The railway police force, though Provincial in its organization, has an entirely different constitution from the district police. It is composed partly of regular police and partly of *chaukidárs* known respectively as the law and order and watch and ward staff. The expenditure connected with these forces is regulated by contract between Government and the Railway Companies. In brief this branch is so entirely apart and on such a completely different footing from the remainder of the forces that it may be left to be dealt with separately.

31. The constitution of the supervising agency alluded to in paragraph 29 is as given in the margin. The Deputy Inspectors-General undertake, as delegates of the Inspector-General, such duties as may be from time to time assigned to them. The distribution of duties to these officers is here generally departmental, not, as in the Panjáb, territorial. The Assistant Inspectors-General have, on the other hand, fixed duties: to one has been assigned sole charge of the Government Railway Police, and the other is in charge of the Special Branch which deals with all business of a secret and political character. Of the District Superintendents, one is the Personal Assistant to the Inspector-General, another is on deputation as Assistant Inspector-General, Special Branch, the others are in charge of the 45 districts of the Provinces. These officers have, subject to the general control of the District Magistrates, sole charge of all branches (except in most cases the Railway Branch) of the police, allocated in their respective districts. To help in the work of supervision, Assistant District Superintendents have been appointed in some of the heavier districts; but their number (13 in all) is so few, and of recent years promotion has been so rapid, that it has been impossible for the majority to gain that experience without which their assistance cannot be of much real use. The consequence has been that the greater portion of the supervising work has devolved, under the direction of the District Superintendent, on the Inspectors. These officers are of two classes, Reserve and Visiting—the former have charge of the Armed and Civil Reserves in each district, and are supposed to take charge of the District Superintendent's office when he is on tour. In each of the large reserve centres, Agra, Allahabad, Cawnpore, and Lucknow, there are two Reserve Inspectors; all other districts have one each, except Ballia and the Taráí, where the reserves are superintended by Sub-Inspectors.

32. Visiting, or as they are sometimes called Circle or Divisional, Inspectors are officers in charge of six or more police-stations forming a police circle. Their duties are to inspect every police-station within their circles once a quarter, to see that everything is in order and that the work is properly and efficiently done. They are supposed to know their circles thoroughly and to be personally responsible for the good conduct, discipline, and honesty of their subordinates. They are called the principal detectives of their divisions, but their frequent employment in investigations is deprecated lest the responsibility of Station Officers should be weakened. They are also expected to be able to advise the District Superintendent or Magistrate on every subject connected with their divisions in a police aspect. In fact their duties as laid down are those of native Assistant District Superintendents.

33. There is a third class of Inspectors, known as Court Inspectors, who have nothing to do with the general supervision of the police. These men are the legal advisers of the District Superintendent; the officers who are employed to conduct, in the Courts of first instance, cases sent up for trial by the investigating staff, and to instruct the Government

Pleader in sessions trials. They have also other duties in connection with the Courts, such as the control of the Magistrates' lock-up, the custody of property in cases, and unclaimed and intestate property, the maintenance of the registers of witnesses and of twice-convicted and absconded offenders, and the issue of miscellaneous orders of the Courts. To assist in these multifarious duties and to keep order in the Magistrates' Courts, the Court Inspectors are assisted by a staff which is supposed to consist of one Head constable in each full-power Magistrate's Court and one literate constable in the Court of each Tahsildár, Honorary Magistrate or Assistant Magistrate, 2nd or 3rd class, together with a sufficient complement of constables to preserve order in the Courts; the numerical strength of a staff thus composed must necessarily vary with the number and class of Courts to be dealt with. According to the latest returns available, the strength of the Civil Police actually detailed for duty in the Courts was 40 Inspectors, 6 Sub-Inspectors, 157 Head constables and 597 constables, in all 800 men. This is practically the police prosecuting agency. The duties of the remainder of the Provincial Civil Police may be described as—

- (1) the registration, investigation, and detection of crime;
- (2) the clerical work of the District Superintendents' offices;
- (3) miscellaneous duties such as guards, escorts, &c.

34. The first class of duties are performed by what is technically known as the station police. This force is scattered over 861 police-stations and 135 outposts. The principles on which these police posts were originally allocated will be found described in paragraph 19 of the Police Committee's Report of 1863. They are briefly these. First class stations with a radius of six miles were located at each tahsili and at principal towns, the intervening spaces were filled up where possible by stations of the same class, but where the area proved insufficient to allow of first class stations, small subordinate or second class stations took their place; the staff appointed to stations was then fixed at—

City stations	...	...	...	...	5 officers and 20 men.
First class do.	...	...	...	...	4 ditto 12 do.
Second ditto	...	...	...	...	2 ditto 6 do.
Outposts	...	...	...	...	1 ditto 4 do.

In process of time these arrangements have become changed. Stations are now of three classes. The sanctioned staff for each class is—

First class	...	...	...	...	3 officers and 12 men.
Second do.	...	...	...	...	3 ditto 9 do.
Third do.	...	...	...	...	2 ditto 6 do.

For city stations no scale has been laid down and the staff at outposts has remained unchanged.

35. At these police-stations crime of all kind is registered on reports received from complainants either in person or through the agency of the watch and ward staff. For this purpose a writer and, in very large circles, an assistant writer also is appointed to each station. Inquiries into these reports are undertaken by the staff of officers assisted, when there is a press of work, by the station writer. The last-named official is not, however, supposed to be ordinarily employed in conducting investigations. The staff of officers should be sufficient to cope with this duty. The subordinate staff of constables are employed on sentry duty at stations, in assisting the investigating officers at inquiries, in serving processes of all kinds in both cognizable and non-cognizable cases, in collecting intelligence regarding, and supervising the movements of, wandering gangs, criminal classes, and ex-convicts, and in escorting prisoners to and from Magistrates' Courts.

36. Outposts are located on main roads, at river crossings, and in suburbs of large cities, to afford facilities for communication with the central police-stations. In the earlier stages of police organization in these Provinces the system of outposts was much more general than it now is. Of late years a very large number of these small posts have been abolished, and their places taken by road chaukidárs. The outposts now maintained are those whose retention has, after careful inquiry, been recognized as a necessity.

37. The official returns show that the police-stations of the Provinces are now divided into—
 Classification of, and strength of staff at, stations and outposts.

City station	11	} Total, 861.
First class station	...	...	...	...	391
Second ditto	...	...	...	...	124
Third ditto	...	...	...	...	335

Including 135 outposts, the staff at stations and outposts should, according to the sanctioned scale, number 2,405 officers and 8,578 men. The latest allocation statements show that the staff actually employed consists of 2,499 officers and 9,500 constables. The reasons of the excess will be found explained in detail in Appendix IX.

38. Under the present organization the clerical work of District Superintendents' offices is conducted by men enrolled in the general police force under Act V of 1861. These office hands are graded with, and bear the same titles as, other members of the force, and are liable to be transferred to station, Court, and other duties as occasion may arise. The sanctioned scale for police offices is as follows :—

	No. of offices.	Sub-Inspectors.	Head constables.	Constables.	Total.
First class	5	3	6	9	18
Second class... ..	12	3	3	10	16
Third do.	20	3	3	6	12
Fourth do.	9	3	2	4	9

At this scale the force employed on clerical duties should number 138 Sub-Inspectors, 144 head constables, and 321 constables, or 603 men of all ranks. The force actually employed consists of—

120 Sub-Inspectors.
 163 Head constables.
 336 Constables.

Total ... 619 of all ranks.

The difference in the total number is caused by the rule that a Head constable should be provided as a reader to each Assistant District Superintendent. The variation in grades is due to District Superintendents being allowed to employ men on lower grades than those entered in the sanctioned scale.

39. The miscellaneous duties on which the Civil Police are employed are of two kinds, permanent and temporary. The permanent duties consist of distillery and office guards, and for these a fixed staff is assigned: the temporary or variable duties comprise escorts for prisoners and extra police at fairs and other gatherings. For these duties as well as for strengthening police posts when required, and for filling up vacancies occurring

from death, sickness, leave or any other causes, drafts are made from the reserves. The actual staff provided under this head is—

				Sub-In- spectors.	Head con- stables.	Constables.	Total.
For fixed duties	...	...	...	2	62	243	307
Reserves	...	...	...	12	149	1,268	1,429
Total	...	...	...	14	211	1,511	1,736

Allocation to duties of the Provincial Civil Police.

40. Putting aside the supervising agency the allocation to duties of the Provincial Civil Police may be thus summed up :—

	Inspectors.	Sub-Inspec- tors.	Head con- stables.	Constables.	Total of all ranks.
1. Prosecuting agency attached to Courts.	40	6	157	597	800
2. Station Police or investigating staff.	...	507	1,992	9,500	11,999
3. Clerical agency ...	...	120	163	336	619
4. Other fixed duties ...	...	2	62	243	307
5. Reserves for temporary duties, &c.	...	12	149	1,268	1,429
Total	40	647	2,523	11,944	15,154

To this may be added the forces enrolled among the Civil Police, but paid by Municipal and Cantonment Committees and employed in municipalities and cantonments ostensibly for watch and ward duties. These number—

Inspectors	...	...	...	...	...	3
Sub-Inspectors	...	...	...	...	...	8
Head constables	...	...	...	...	...	172
Constables	...	...	...	...	...	1,924
Total of all ranks						2,107

41. The duties of the armed police may most conveniently be classed as (1) fixed ; (2) variable : the former consisting of guards at jails, tahsils, treasuries, magazines, and public offices, together with duties at fixed frontier posts, chiefly in districts bordering on native states, such as Agra, Etáwah, and the districts of the Jhánsi Division ; the latter of escorts with prisoners and treasure, and extra guards at outposts on the occurrence of outbreaks of crime, or to keep the peace at fairs and religious or other festivals and processions. For the fixed duties where the numbers required in each district are known, it is possible to make a district allocation ; but for the variable duties even an approximate estimate of the numbers required is difficult to frame. Circumstances might arise, indeed have recently occurred, in which large bodies of armed police might be temporarily required to deal with unforeseen outbreaks, such as the dakáitis in Lalitpur ; or to provide escorts, as in the case of the distribution of Sansiahs over the Provinces. To meet such sudden calls approximate provision only can be made in the reserves. The actual numbers on fixed duties and in reserves are given below :—

				Sub-Inspec- tors.	Head con- stables.	Constables.	Total of all ranks.
On fixed duties	...	...	...	9	615	3,208	3,832
Reserves	...	...	...	50	386	3,209	3,645
Total	...	...	...	59	1,001	6,417	7,477

42. The watch and ward or preventive police are employed in patrolling and reporting. The members of this force are also authorized to arrest proclaimed offenders and persons found committing cognizable crime; but these powers are also to some extent shared by the general public, *quâ* police the duties of these forces are of the twofold nature described above. The principle underlying the organization of this branch of the force is that the people whose property is protected should pay for the force appointed for its protection; the force itself consists of three parts, the Rural, the Town, and the Municipal Polices: the first of these is the most ancient. Village *chaukidárs* were an institution before the introduction of the British rule; they were paid and appointed by the landholders by whom and for the protection of whose villages and peasantry they were entertained.

43. Very shortly after the British occupation these *chaukidárs* were brought more or less under the control of the District authorities. Subsequently, extra establishments of *chaukidárs* had to be provided to aid the regular police in cities, towns, and markets. This was done under Regulation XIII, 1813, the principle that the communities for whose benefit and protection such establishments were entertained, should defray the charge of their maintenance was re-asserted and *mohalla pancháyets* were appointed to nominate the *chaukidárs* and to regulate the assessment of charges. From this beginning sprung Act XX, 1856, the enactment under which the Town Police in these Provinces came into existence. The change in organization inaugurated by this Act was obviously due to the massing in cities, towns, and markets of large bodies of the trader and artizan classes. For such places the village *chaukidár* was found insufficient. The expense of providing extra watch and ward establishments could not, nor was it just that it should, be met by the agricultural population. The device of *mohalla pancháyets* and a special rate on traders and artisans was therefore hit upon to meet the difficulty.

44. A further development of the system was introduced by Act VI, 1863, the North-Western Provinces Municipal Improvement Act. Section 25 of that Act lays down that "every Committee shall provide in the first place from its funds for the maintenance of the police establishment in the municipality:" obviously, from the analogy of Act XX, 1856, the police establishment here alluded to was the watch and ward staff. In the earlier years, however, of municipal institutions, the principle that municipalities should pay for their own police appears to have been pushed much further than was originally intended. Committees were made to pay not only for their watch and ward, but also for the police entertained for the preservation of order and the investigation and detection of crime.

45. In some cases, too, considerable sums were levied from them as contribution charges for European supervision. Fresh arrangements were again made on the introduction of the Local Self-Government scheme in 1881, and it was then decided that municipalities should be relieved of all police expenditure except in connection with the maintenance of their watch and ward staff. The retention of this charge was justified on the grounds, as stated in Government, North-Western Provinces, letter No. 1666, dated 3rd November 1881, that the police requirements of the inhabitants congregated in large towns are much more varied and extensive than those of an equal number of people living in villages scattered over a large tract of country. To regulate traffic, protect peaceable citizens, repress disorder, enforce sanitary regulation conducive to health and comfort, and for numerous other municipal purposes, a large number of men is required; that it is only fair that the people whose special wants necessitate the employment of a larger force should pay for the same; and that in every country in the world where flourishing municipalities exist, this obligation is recognized and acted on. How far this principle has been

carried into practice will be shown when the organization of the municipal police force is under discussion. The point we desire at this stage to make clear is that the three forces are really one and the same, the town and municipal police being merely developments of the old chaukidári system arising from the special requirements caused by the massing together of large bodies of people in cities and towns.

46. We have dwelt at some length on the present constitution and duties of this force as in discussing any proposals we may have to make for alterations in numerical strength, grading and pay, it will, we think, be found most convenient to deal with the staff provided for each class of duty separately.

47. Before, however, passing on to the Committee's proposals for the re-organization of the force, we think the most logical sequence would be to dispose of points 2 and 7 of this inquiry. These, as laid down in the convening resolution, are—

- (1) the present system of investigation of crime, and the methods adopted for purposes of detection ; and
- (2) the measures deemed advisable or practicable with the view of checking alleged malpractices by members of the force.

In other words, the points we propose to deal with in the next chapter of this report are (1) the methods employed by the police in carrying out the duties entrusted to them ; (2) the use and alleged misuse they make of the powers and authority with which they are vested ; (3) the suggestions which have been made for improving the present methods of working and for checking alleged malpractices on the part of members of the force ; and, lastly, the Committee's views with regard to these suggestions.



CHAPTER III.

SYSTEM OF INVESTIGATION OF CRIME, AND METHODS ADOPTED FOR PURPOSES OF DETECTION, AND MEASURES DEEMED ADVISABLE OR PRACTICABLE WITH A VIEW TO CHECKING ALLEGED MALPRACTICES BY MEMBERS OF THE FORCE.

48. We have found it advisable to assign to these subjects the most prominent position in this report, not only on account of their intrinsic importance, but also because of their intimate bearing on the question of police reform. We have also considered it expedient to deal with them together, as from the evidence before us they appear to stand to one another in the relation of cause and effect: the system of investigation and the methods employed by the police being the main cause of the complaints levelled against them. This point has been noticed by Sir Auckland Colvin in paragraphs 17 to 20 of his minute dated 7th October 1889. He there shows how unsuitable to the country and how unintelligible to themselves is the system under which the police are called upon to work; how foreign to native ideas are the methods by which, what may we call, the indigenous modes of detection have been sought to be superseded, and how from various causes the police are in a great measure deprived of the support and confidence of the masses among whom they work.

49. It has been pointed out that in most European countries the police can rely upon the active support of the public, while in India they can at best only hope for neutrality. One might even go further, and say with Mr. Crooke that though they may hope for passive neutrality, they as a rule obtain only active opposition. The cause of this antagonistic attitude assumed by the native public may be sought, if the evidence is to be believed, in the methods adopted by the police themselves. *Per contra* these methods are said to be the outcome of the unwillingness shown by the people to render assistance to the police in the duties they have to perform. To put the matter briefly, the more the people hold aloof, the greater becomes the necessity for police pressure to elicit information, and the more the police put on pressure, the greater is the want of sympathy shown by the public, and the more numerous the complaints against the force. The two points act and re-act on one another in such a way that it is impossible to separate them.

50. Our instructions with reference to these points are contained in the following excerpts from His Honor the Lieutenant-Governor's minute above quoted. He paragraph 31 :—

"We know perfectly well what the shortcomings of the police are, and what they are to be ascribed to. . . . an inquiry should be directed not so much to the causes of failure as to the methods to be adopted to rectify what are known and admitted to be such causes."

51. We do not, however, think that we should be doing our duty were we not to some extent to overstep the limit of these instructions.

52. The absence of sympathy between the police and the public has been the subject of abundant comment, and on this we need dilate no further. At the same time we cannot believe that Government was prepared for the display of active antipathy against the police as a body, which appears all through the evidence given by the native witnesses.

53. The intensely bitter feeling with which the bulk of the force appears to be regarded by the public has come on us, we are fain to confess, as a surprise. A popular exposition of this feeling is contained in the following verses, compiled by a company of actors, which were found by us under circulation in the districts of the Agra Division :—

Ode to the Police Darogha.

Strive not to make unlawful gains,
Nor send the guiltless bound in chains.

If one reports his wrongs to thee,
Without the gift of a rupee,
Words abusive do not use,
Nor do his just request refuse.

Strive not always to under-rate,
The loss by theft complainants state.

If called where the murderer's cruel blade
Has a wife into a widow made,
Demand not rich and sumptuous fare,
Content with that which she can spare.

Should an assistant rashly dare,
From out your gains to claim a share,
Let not spite his rank reduce,
Nor send him hungry to the deuce.

To gain a fourth of plunderer's spoil,
Let not thieves rob the sons of toil.

Let not your friends use carriers' carts,
Evading fare by various arts.

Point not to section thirty-four,
To vex the heart of people sore.

And do not offer tempting bait,
To lead the guiltless to his fate.

Do not falsehoods fabricate,
To entangle men at any rate.

In justice if the Court declare
Guiltless the man you tried to snare,
Innocent of the charges brought,
Let not the fact disturb your thought.

Under pretence of nightly round,
Sleep not with your mistress sound.

Frail beauties of an Indian inn,
Unpaid you should not make them sin.

Bring not to the theatre door,
In litter rich a shameless whore.

And make not in the ladies pit
A guilty thing with honor sit.

Do not under guardian's guise,
Enjoy the play on curtain's rise.

Do not display your senseless rage,
By pelting at a public stage.

At this advice, being filled with ire,
Set not the theatre on fire.

From truth the bard will not refrain,
All threats to do him harm are vain.

نغمات پولیس داروغہ

اچھی رشوت بہت کھایا نہ کیجے
کوئی بیجورم پھسوا یا نہ کیجے
رہمت لکھوائے جو بے نذر کوئی
تو اُسپر آپ جھنجھلایا نہ کیجے
جو چوری کی رہمت لکھوانے آئے
اے للہ دھمکایا نہ کیجے

ہمیشہ مال مسروقتہ کی قیمت
رہمت کے وقت گھٹوایا نہ کیجے

کسی مقتول کے گھر آپ جائز
کڑھائی گھی کی چڑھایا نہ کیجے
تناول ماحضر کرنا ہی بہتر
کچوری پوری پکرایا نہ کیجے

اگر ماتحت لے رشوت میں حصہ
تو اُسکا درجہ توڑ دیا نہ کیجے

چھارم رھزوں چوروں سے لہر
علاقہ اپنا لٹوایا نہ کیجے
سواری شکر سوں چوبیسوں پر آپ
بلا محصول ہتھلایا نہ کیجے

دفعہ ۳۴ کی ہر ایک کو دھمکی
خدا را آپ دکھلایا نہ کیجے

پھنسانے کے لیئے بیجورم صاحب
کسی ملزم کو بھکایا نہ کیجے

ذرا ماخوذی ملزم کو ناحق
شہادت چھوڑی بغورایا نہ کیجے

عدالت جب کوئی چالانی چھوڑے
تو پھر کچھ آپ شرمایا نہ کیجے

برہی ہو جب سشن سے کوئی ملزم
تو درکر دل کو دھلایا نہ کیجے

خدارا گشت کے حیلے سے ہر شب
طوائف کے یہاں جایا نہ کیجے

سرا کی کسبیوں کو دھمکی دیدے
اچھی بیخروجی بلوایا نہ کیجے

چڑھاکر درلوں میں کسبیوں کو
تھپتھر میں کبھی لایا نہ کیجے

کسی رنڈی کو ظاہر کو کے بی بی
زنانہ درجہ دلوایا نہ کیجے

حفاظت کے بہانے مفت صاحب
تماشے دیکھنے آیا نہ کیجے

تم اشہ گاہ میں ناراضگی سے
دھڑا دھڑ اینٹیں پھکرایا نہ کیجے

تھپتھر میں نصیحت سے تو چلکر
خدارا آگ لگوایا نہ کیجے

نہ چھوڑینگے نصیحت اہل ناک
انہیں تہمت سے تر دیا نہ کیجے

54. These lines are asserted by those who have had ample opportunity of gauging the feelings of the public to embody a correct description of the practices to which the police are believed to be addicted. In all eastern countries and

according to all oriental notions, a policeman is, we are well aware, regarded rather as a petty tyrant to be avoided than as a guardian of the public peace and order, to whom the injured and oppressed can apply for succour and assistance. The provinces are, we find, no exception to this rule: and one of the first points that struck us in conducting this inquiry was the intense dread which the police as a body inspired. Many of the witnesses, though they refused to give any evidence on the subject of police methods and misdoings, yet on examination made it perfectly clear that their reticence was not due to ignorance, but rather to the fear of consequences should their statements be made known. Again, we have been most forcibly impressed by the very evident feeling on the part of the native public that they have been asked to suggest remedies for the faults and failings of the Department, not so much with a view of increasing its efficiency, as in order to curtail its power of doing harm. Another feature of the evidence, and one on which we cannot too strongly insist, is the fact that service in the police is just as unpopular, and just as much shunned, as are the police officials themselves.

55. In seeking to arrive at the causes of these feelings it will be necessary to examine with some care the points of the evidence which bear on the methods employed by the police, and on the allegations brought against them.

56. In the correspondence which led up to this inquiry many officers have remarked that we have for years been engaged in trying to stamp out the traditional oriental methods of detecting crime, and to substitute for them more intelligent modes of investigation and detection. This old style of police inquiry has been described as the assembling together of all the bad characters of the neighbourhood and keeping them for days in a sort of informal custody, until somehow a clue is gained. How far we have succeeded in stamping out this method, the replies of District Officers to question 15, and the summary of answers by independent witnesses to questions 14 to 16, Part I of the Committee's questions will show. As a fact one of the most universal complaints against the force is that they have in no way abandoned these tactics. Among other references to this system, too numerous to mention, may be noticed the murder case referred to by Mr. Reynolds, Judge of Banda:—

"In this case the investigating officer told in the most matter-of-fact way, as though it were quite an ordinary occurrence, how he had insisted on 500 or 600 people remaining present at his inquiry for about 48 hours until they ascertained amongst themselves who the murderers were. The Sub-Inspector practically did nothing himself, but sat still and waited for the result of the villagers' own inquiries."

Mr. Wright, Magistrate of Cawnpore, also remarks:—

"One of my earliest recollections in connection with police work is my astonishment at finding nearly 100 people collected in a grove during an inquiry, and the Sub-Inspector lolling on a *charpai* being fanned. Not very long ago I witnessed almost the same thing, so in this respect police ideas do not appear to have changed."

Almost all the most experienced Police Officers—Messrs. Ryves, Berrill, O'Dowda, Thomas, and others—acknowledge that this system is still employed to the same extent as formerly. The evidence of the native witnesses tends in the same direction. Some support the system on the ground that information cannot be obtained any other way. Others again consider the method utterly indefensible, and would do away with it as far and as quickly as possible. All, however, agree that nothing can be done even to lessen this evil until the class of investigating officers is improved and men of greater intelligence brought into the ranks. The adoption of this course and the improvement of the supervising agency are the main remedies suggested for overcoming this as well as other failings and shortcomings of the force. The idea of altering the system by obliging investigating officers to maintain a register of all persons present at investigations has found but little favour. Minor remedies have been proposed, such as restricting the period for which Police Officers should be allowed to remain on the spot during investigations and

enforcing the system of written summonses enjoined by section 160 of the Criminal Procedure Code. But these are obviously covered by the previously-quoted more comprehensive suggestions. Since the introduction of the first Criminal Procedure Code, now nearly 30 years ago, continuous efforts have been made to do away with this pernicious style of inquiry, but without success. Numerous instructions have been issued on the subject of protracted investigations, oral summonses, and illegal detentions, but only to be disregarded. Not only the evidence before us, but long experience, points to the conclusion that such measures can avail but little, and that until we obtain a better class of investigating and supervising officer we shall make no real advance in improving the methods of police working.

57. Of the accusations of tyranny, oppression, and corruption made against the police, a full account is given in the summary of answers to questions 14, 15, and 16 on pages 264 to 271 of the Volume of Evidence. It is hardly necessary to recapitulate the whole of this list; but the point to which we would direct special attention is, that all these alleged malpractices may be traced back to one or other of two causes—

- (1) the material of which the force is composed ;
- (2) the system on which the force is worked.

For example: take the case of fabrication, whether of evidence or of cases. Though wrapt up in all kinds of phraseology, practically only two motives have been assigned for this practice—the one is dishonesty, which points to the force being composed of bad material; the other is desire of approbation or fear of censure, call it by either name, which indicates some defect in the system of working. If any other of the numerous allegations are examined, the result will still be the same. Illegal detentions are put down on the one hand to corrupt motives, on the other to the system of testing work by averages and percentages. Torture and threats of all kinds are said to be practiced either for purposes of extortion or to secure convictions, and thus earn promotion or avoid degradation.

58. We notice with pleasure the testimony borne by many witnesses, both official and non-official, to the improvement of late years in the police generally, owing to more careful recruitment of men and selection of officers. Also the almost universal opinion that serious cases of torture are not nearly so frequent as in former times—this is an undoubted advance; but to qualify it comes the evidence, especially of the native witnesses, that though torture has decreased, fabrication, corruption, oppression, petty tyrannies, and abuses of power and authority are as common as ever. The causes of this are said to be the spread of education among the masses and the increase of intelligence in the force. The former leading people to stand up for their rights more than they used to do, and the latter inducing a preference for the subtler methods of fabrication and the like, over the clumsier expedient of torture. In this view even the introduction of a better educated class of man into the ranks would not appear to be without its drawbacks: and this is undoubtedly the view taken by the native public, who are generally in favour rather of family and position than of high education, as the chief qualifications to be desired in a Police Officer. On this point we shall have more to say in describing our scheme for the re-organization of the police. It is sufficient to point out here that though there is evidence indicating some little improvement of late years, we are yet forced to the conclusion that the material of which the force is composed will have to undergo a radical change, and the system of working must be very materially altered, before any permanent improvement can be hoped for.

59. There can be no doubt that the one way of obtaining improved police administration is by bringing the police themselves more into touch with the people. It is equally clear that this can only be done by improving the *personnel* of the force, more especially in the supervising and investigating branches. Our

proposal to this end will be set forth in detail and discussed in the next chapter of this report. We shall there show the reasons which have been advanced for the unpopularity of service in the Department, and the measures which we consider necessary to attract such a class of recruits both among officers and men as will we hope command the confidence of the public.

60. We would here discuss the proposals which have been made for altering the system of working now in force and such other special recommendations as may seem worthy of note. In a pamphlet upon police reform published shortly after the appointment of this Committee, occurs the following passage :—

“The Re-organization Committee will no doubt hear and receive innumerable recommendations in the way of reform. There will be recommendations to cut down the present powers of the police in whole or in part. Proposals will be made to sweep away their powers in the investigation of cognizable offences and in the matter of arrest. Schemes will be floated for investing village and mohalla head-men with powers of arrest and inquiry ; for the entertainment of a separate force to keep watch and ward over their misdeeds and for the entertainment of *goindas* by District Magistrates and Superintendents for secret information against them. It will also be mooted to give all the Executive Officers appointments only to graduates, and to convert Native Deputy Collectors into District Superintendents.”

61. As will be seen from the summary of answers to questions 14 to 16 printed at pages 266 to 273 of the Volume of Evidence, all these and many more such suggestions have been received. We consider, however, that it would be waste of time and space to notice those recommendations which tend solely to curtail the power of the police, without at the same time increasing their efficiency.

62. The most important alteration in the present system, and the one which is insisted on by all witnesses, whether official or non-official, European or Native, is the abolition of percentage tests as a means of judging the work of individual officers. as a means of gauging individual work. The native witnesses look upon this system as one of the chief causes of the dislike so openly expressed to police service. They say, and very truly, that in no other Department in the country is the work of individual officers tested in such a manner. A Magistrate, they urge, is not judged by the percentage of cases he acquits or convicts : neither a Civil Judge by the number of cases decreed or dismissed. In these services as in all others, except the police, the character of an officer's work is, they argue, taken into consideration, and even if any attention is paid to percentages they may involve a passing notice either of praise or censure, but seldom, if ever, anything worse. Whereas they assert that the custom of promoting or degrading Police Officers solely on returns without any reference to the general character of their work, is so prevalent, that it is next to impossible for an officer of this Department to retain his appointment by doing honest work only. Most officials consider these tests to be one of the main causes of police malpractices. The extreme danger of this system is shown by Mr. Reynolds, Judge of Banda, who writes :—

“For myself I have not the least doubt that the real remedy for the greater part of the malpractices of the police lies with the Inspector-General. I am by no means alone in this opinion, and I doubt not that the Committee will find many others who say the same as I do. If the annual printed police reports be read, it will be found that the Inspector-General nearly invariably praises or blames the working of the police in a district in accordance with the results of certain mathematical calculations made in his office. Certain percentages are worked out, if they are up to or above a certain standard, the police have worked well ; if below, they have worked badly, and the District Superintendent of Police or Magistrate is censured.”

He goes on to give several instances of malpractices which had been, in his own experience, occasioned simply and solely by the use of these tests ; and adds—

“If all officers were honest, and did their best and sent up perfectly true returns, the Government of India would be justified in comparing one province with another on those returns, and perhaps the Inspector-General of Police might compare one division with another. But I should certainly hesitate before judging district administrations solely by these returns, and when the

gures are applied, as they are by some officers, to thánas, the results are hopelessly misleading. I have no hesitation in saying that the system of judging police work by these returns and percentages is a premium on dishonest working. My own impression is that if this system were once abolished, and the Inspector-General and Government would judge the work of the police in a district on its merits and not by whether it came up to or fell below the provincial average, the cause of two-thirds of the present malpractices would be destroyed, and with that the malpractices would cease."

Mr. Rose, Magistrate of Mainpuri's remarks on the same subject may also be quoted :—

"Police Officers attach far too much importance to their returns, and superior authority is, I think, too much inclined to judge of success or failure in the discharge of duty by results of the figured statements which form the basis of the Annual Police Report. I have on more than one occasion drawn attention to the fact that the number of convictions or acquittals is no fair test of police work. * * * * *

If Police Officers were judged less by the percentage of convictions to cases sent up for trial, or the percentage of cases sent up for trial to cases investigated, and if their prospects and promotion were made more dependent upon the percentage of cases in which the Magistrate framed a charge against the accused compared with the total number of cases investigated by the police, and if the general aptitude, intelligence, and ability of an officer received more consideration and attention than is now frequently the case, there would be less inducements to the police to influence the accused person and to damage his defence before he comes before a Court for trial. The police would confine themselves to their proper duty—the discovery of evidence for the prosecution—and the malpractices of which complaint is now so frequent would be diminished in number because one of the chief incentives to their commission would be withdrawn."

63. These observations are undoubtedly correct, and the point at issue is how to remedy the evil, without removing the restraint imposed by these checks. Statistical returns must of course be furnished ; but the question to be solved is how far these returns should be used to test the capacity of individuals, and how far they should be applied to the working of the police as a whole.

64. Under present arrangements five recognised tests of police work exist—

- (1) the number of reports of cognizable crime per 10,000 of population ;
- (2) the percentage of cases inquired into to cases reported ;
- (3) the percentage of cases sent up for trial to cases inquired into ;
- (4) the percentage of cases convicted to cases sent up for trial ;
- (5) the percentage of property recovered to property reported to have been stolen.

65. We would recommend that returns Nos. (1) and (5) be entirely abolished as tests of police work. These statements might be retained as indicating the amount of crime in districts or the working of the police force of the Provinces as a whole, but as tests of the work of individual officers or even of the police of a single district, they appear to be not only useless but as often as not absolutely misleading. With regard to No. (1), we consider that too much stress has of late years been laid on the accurate reporting of petty crime. Nothing is easier than for station officers to get in as many reports of petty offences as they wish, whether true or false does not matter, and is never inquired into. The mere reporting of such offences answers no useful purpose. Such reports are, as a rule, used merely to swell the returns, and, if investigations follow, the harassment and annoyance to the people is so much worse than the crime itself that concealment is the sole result. The statement itself is seldom reliable, and its application to the work of individual officers is productive of fabricated returns and false reports. Return No. (5), too, cannot but be misleading, and its use as a test of individual work is even more to be deprecated. It as often as not happens that the proceeds of large robberies or dakáitis are recovered sometime after the occurrence and in a perfectly different locality from that in which the original crime took place. It may be that the first clue was gained by the police of the district or province in which the offence was committed, yet the offenders are not seldom brought to trial as "receivers" in the district or province where the recovery was effected. In such cases the police of the

station in which the recovery has been made get all the credit, while those of the station where the original offence occurred, though they may have been mainly instrumental in securing the conviction, are not shown as having in any way contributed to the success. Moreover, the fear of showing badly in this statement is a fertile source of the practice alleged to be so prevalent of cutting down lists, and understating the value of stolen property. This custom is not only unfair to complainants, but very detrimental to police working. We have had several instances quoted of cases having broken down through the property which was recovered, though identified by the complainant, not appearing in the station list. Cases concerning property, too, form the bulk of the police work in these Provinces, and in them this test, together with the test by percentage of convictions, does more than anything else to foment jealousies, hinder cordial co-operation between investigating officers, and thus destroy police administration. Lastly, the statement under notice is so easily fudged that it is, and always must be, entirely untrustworthy. A noticeable instance of such fudging will be found at page 389 of the Volume of Evidence. For all these reasons we are very strongly of opinion that no stress whatever should be laid on this return as a test of individual work.

66. With reference to the other three tests we find that there is a rule now in force evidently, though not expressly, based on the provisions of section 157, Criminal Procedure Code, which lays down that reports of thefts under Rs. 10 in value and attempts at burglary need not be investigated unless at the express wish of the complainant. This rule is a good one and, as will presently be seen, we propose to extend it somewhat. We would suggest that all classes of cases in which on account of their trivial character investigation by the police is discretionary should be entirely omitted from all tests of police work when used as such. They must of course be retained in the statistics of crime, but should be shown separately and not taken into account when judging of police work. Our object in making this suggestion is that we find the present rule, that investigation on reports of petty crime should not ordinarily be made except at the wish of the complainant, is not usually attended to: such petty cases are generally easy of detection, and the bait of scoring up a few extra convictions leads Police Officers to disregard their instructions, and to harass both complainants and witnesses by sending them long distances to prosecute and give evidence in cases in which they had no desire to appear. A flagrant instance of this kind is reported by Mr. Fisher, Magistrate of Azamgarh (letter No. ²⁷⁸_{XVI-3}, dated 18th June 1890). Eleven cases of theft, the total value of property stolen in all 11 only amounting to Re. 1-13-9, were reported in one day. Of these, seven were enquired into and sent up for trial by the police notwithstanding the fact that in three at least of them the complainants had expressed a distinct wish that no inquiry should be made. On this Mr. Fisher writes—

“ It is impossible not to reflect on the trouble and expense caused to all concerned. I am convinced that action of this kind on the part of the police leads more than anything else to the concealment of crime; to its being concealed as far as possible even from the *chaukidār*, so that the procedure itself defeats its own object. These petty cases are in great favour with station officers as they are generally easily proved and the officers' average of convictions and stolen property recovered is worked up to a presentable standard.”

67. It is to remove this temptation that we propose to show in the returns used as tests of police work only those classes of cases in which police investigation is obligatory: those cases in which inquiry is optional being shown separately and used merely as statistics. If this suggestion is adopted, it naturally follows that return No. 2 would disappear as all the reports shown therein would of necessity have been inquired into.

68. There remain only returns Nos. 3 and 4. Optional investigations being, as already suggested, excluded, we would retain these tests with one other slight modification, *viz.*, that departmental arrangements should be made under which, if a case is worked out in one district by the police of another district, the credit should

accrue to the latter, and not to the former. We think even this slight modification of the existing practice would do a good deal to encourage that cordial co-operation between station officers without which police work cannot be successfully carried out.

69. In addition to these two tests by percentages we would recommend that all Magistrates trying cases should be required to comment on the conduct of the police in conducting investigations into all the more serious classes of crime. The remarks of trying officers should, we think, be collated in District Superintendents' offices, and, together with the District Superintendents' inspection notes, be made the basis of the annual reports on the character and conduct of each member of the investigating staff. These notes would form a most valuable record not only for the purpose of regulating the promotion of investigating officers, but also as a guide to the officer in charge of the special branch in selecting officers for employment in special and secret inquiries into cases of a political or professional character.

70. Another suggestion for the improvement of the present system of working is the employment of a separate detective force either in districts or under the control of the Deputy Inspector-General in charge of the Special Branch. This proposal, though not commending itself to the Committee, is still one which, on account of the number and experience of its advocates, should not remain unnoticed. The evidence on the subject will be found at pages 59 to 64 of the Volume of Evidence. None of these who favour the idea have been able to suggest any practicable lines for the organization of such a force. The native witnesses are generally against any scheme of the kind. Some of them have misunderstood the whole drift of the Committee's question on the subject, and have run away with the idea that by a detective force, is meant a body of men employed to watch the regular police and to check their malpractices. In this view they express themselves in favour of the entertainment of such a force, but they absolutely scout the notion of employing a picked body of police with practically unlimited powers to conduct secret and confidential inquiries. They evidently never dreamt of such an organization, and think that it would only give rise to further abuses and more numerous complaints. A scheme of this kind was very strongly advocated some years ago by Colonel Ewart, Deputy Inspector-General, Panjáb Police, but was never carried out; partly because of the expense and partly, we believe, because it was found to be practically unworkable. The bulk of the evidence on the subject points to the same conclusion. All detectives are not adepts at every sort of inquiry, and in this country especially local knowledge is essential to the detection of crime. The entertainment of a separate detective force, large enough to contain within its ranks men qualified to undertake delicate and responsible inquiries of all kinds and in all parts of the provinces is, we feel sure, financially impossible; and a force which did not fulfil these requirements would be practically useless. At the same time it is essential to police administration that detective ability should be encouraged in every possible way, and that as occasion arises, there should be forthcoming from the ranks of the force men qualified to undertake inquiries of all kinds and in all places. If our information is correct, this is not the case at present. Here, again, is another proof, if such is required, of the necessity for improving the *personnel* of the investigating staff. The only way of supplying this want is by having a small reserve of investigating officers in each district to meet special emergencies, both local and provincial. Such a reserve our scheme of re-organization will provide for; and it would then be possible, with the assistance of the record of the detective abilities of each member of the investigating staff contained in the annual reports already suggested, for the officer in charge of the Special Branch to select, at any moment, a qualified Officer to conduct any special inquiry either from the reserve or the investigating staff. It would not in such cases be necessary to make a selection from the reserves only; but a man from the reserve could be drafted to take up the local duties of the

selected officer. At present the reserves are so scanty that the places of officers absent on leave or on account of illness can seldom if ever be filled up: their duties are carried on in a perfunctory manner by unqualified and underpaid subordinates. The rules laid down by the Committee of 1863, that no officer under a certain grade should conduct an original investigation, are completely disregarded; and no competent officer is available to meet sudden outbursts of crime, to say nothing of special inquiries. The creation of a reserve would meet all these requirements, and would create a detective force of such dimension and capabilities as would be impossible under any other system.

71. In addition to this our scheme provides for the grant of good conduct allowances to constables displaying special detective abilities.

72. These measures, coupled with liberal rewards, comprise all that we are prepared to do at present towards the development of detective skill both among officers and men. Under the present organization the display of any such ability among the rank and file seldom leads to anything but extra work being placed on the shoulders of the unfortunate possessor, with the result that among this class any detective ability they may possess is sedulously concealed.

73. Our proposals with regard to the suggestion are briefly—

- (1) to increase the reserves; and
- (2) to give an annual grant to provide for good conduct allowances for constables, especially illiterate, and chaukidárs, who have distinguished themselves by displaying special detective ability.

74. Among the other suggestions made with a view either to improving the working and increasing the efficiency, or checking the malpractices of the police, the following only appear worthy of discussion:—

- (1) a proposal to extend the 24 hours' rule for the detention of persons arrested without a warrant as laid down in section 61, Criminal Procedure Code;
- (2) a suggestion that the provisions of section 160, Criminal Procedure Code, should be strictly enforced, and oral summonses by the police entirely put a stop to;
- (3) a suggested alteration in the law regarding prosecutions for perjury in respect to statements made before the police;
- (4) a proposal to introduce a system of written reports and written lists of stolen property;
- (5) a suggested alteration in the present rules for inquiries into reports of burglaries and thefts;
- (6) a proposal to make certain classes of cognizable cases bailable;
- (7) a proposal to introduce a system of registration of sales of cattle in markets and towns;
- (8) a recommendation that all compoundable offences should be struck out of the list of crimes cognizable by the police.

Of these suggestions (1) to (3) refer to all classes of cases; (4) to (6) to cases against property only; (7) to cattle-theft cases; and (8) to the offences of wrongful restraint and confinement and criminal and house trespass. To only two numbers, (1) and (5), was any allusion made in the questions framed by the Committee, the others have all been spontaneously suggested by the witnesses examined.

75. The question of extending the 24 hours' limit of detention of persons arrested without a warrant was raised by the Committee on representations that the period fixed was insufficient to complete inquiries, and that its extension would do away with all cause for much of the illegal detention of accused persons now complained of. On these grounds it has been supported by some of the witnesses who advocate extensions varying from 48 hours to a week. One witness, himself a Police Officer, would leave the period of detention to the officer conducting the investigation. If any extension is necessary, for the reasons given, this last opinion is the most logical; as the circumstances of cases vary and an investigation into a murder or dakaíti would, as a rule, take longer than an inquiry into a petty theft. The great mass of evidence is, however, distinctly opposed to any extension of the period now fixed by law (see replies to question 10, Part I).

76. In the original Criminal Procedure Code, the period of detention allowed was 48 hours. This was reduced in 1872 to 24 hours, which limit was maintained when Act X, 1882, the present Criminal Procedure Code, was enacted. We are given to understand that the question of increasing this limit was then discussed, and that the opinions of all experienced officers were very strongly against any such change.

77. The proposal has now been made with a view to strengthening the hands of the police, but it would appear to us that no such assistance is really required; for if sufficient reason actually existed for arresting a person without a warrant, there would assuredly be adequate grounds for sending him up to a Magistrate within 24 hours of such arrest. The common reason the police have for wishing to detain accused persons for longer periods is to put pressure on them by illegal methods and for unlawful ends. In this view we see danger in any extension of the period fixed by law. Moreover, there seems to be nothing easier than for the police to send an accused person before a Magistrate with just sufficient evidence to secure a remand, as is the course pursued in England. In short, the police, as suggested by Mr. Justice Straight, should in such cases throw the onus on the Magistrate. If this was done, as it should be, there would be no necessity for any further extension. On these grounds we would not recommend any alteration in the existing law.

78. The proposal to enforce the provisions of section 160, Criminal Procedure Code, had its rise in the desire to stop illegal detentions of witnesses and others. These provisions should undoubtedly be enforced; but whether this can be done with the present staff is questionable. It has been tried for 30 years, and has failed. The method of collecting large bodies of people at investigations and throwing on them the onus of producing the criminal and proving the case is a clumsy, old-fashioned expedient, which should die out of itself on the introduction of a more intelligent class of investigating officers. If the people had more confidence in the police, there would be no necessity for such a procedure. Until this stage is reached, it lies within the power of the District Superintendent to see that the law on this point is enforced. The people should be made to understand that they need not attend unless served with a written order; and investigating officers should be required on demand to endorse on the subpoena the period during which witnesses are detained. If this were done illegal detention at inquiries would be checked if not altogether put a stop to. The law is there, and it only rests with the executive authorities to see that it is carried out. In this connection we would also suggest that District Superintendents should be instructed to scrutinize carefully all papers connected with the detention of witnesses at protracted local inquiries; that investigating officers should be required to explain fully their reasons for any prolonged stay at the scene of a crime; and that special diaries should be made as short and as free from extraneous matter as possible. These instructions, if properly attended to, should not only diminish the annoyances to the people

inevitably attendant on police inquiries, but should also increase the efficiency by materially reducing the bulk of police work. On this subject the remarks of Mr. Crooke, Magistrate of Mirzapur, in reply to question 33, Part II of the Committee's questions may be quoted. He writes—

"I am quite certain that diaries are much too lengthy and verbose. I think investigating officers should be told to make them more concise; only to enter in any detail facts strictly relevant to the charge; to put merely at the end of each day's diary a list with the addresses of persons who were interrogated without any useful result; not to be afraid of summing up a day's proceedings with the remark that 'no useful information was obtained;' to avoid lengthy summaries; to utilise the option given in section 161, Code of Criminal Procedure, as to reducing statements into writing; to refrain from recording rumours and vague hearsay information until it can be verified and converted into evidence; to adopt a simple style, and to avoid expressions such as *kamtarin tar-rakhi khwah*, &c., and constant assertions that the inquiry is being vigorously and ably conducted and once a clue is obtained it will at once be reported: and so on."

79. Mr. Justice Straight, too, comments on the verbosity, the involved style, and the general unintelligibility of police diaries. District Superintendents, Magistrates, and Judges all alike complain; but no one seems to have raised hand to check this failing. The remedy, as we have pointed out, lies entirely in the hands of the departmental officers, and the supervising authorities should see that it is adopted.

80. A far more important suggestion is that for the alteration of the law regarding prosecutions for perjury in respect to statements made before the police. The law on this subject is contained in section 191, Indian Penal Code, which defines false evidence as a false statement made by one who is legally bound by an express provision of law to speak the truth. Now, section 161, Criminal Procedure Code, lays down that a person examined by a Police Officer making an investigation shall be bound to answer *truly*. Consequently, any person knowingly making a false statement to a Police Officer is guilty of perjury. It may be noted here that the word "truly" in section 161, Criminal Procedure Code, was inserted when Act X of 1882 was framed. It did not find any place in the corresponding sections 118 and 119 of Act X of 1872. We have been unable to ascertain why the alteration was made, as there is nothing bearing on the subject either in the report of the Select Committee, or the Statement of Objects and Reasons, attached to the later Bill. Presumably, however, it was intended that persons intentionally making false statements to, or refusing to answer questions put by, the police, should be made punishable under sections 193 and 179, Indian Penal Code. However this may be, the alteration has, we think, had most unfortunate results. Such prosecutions have, it is true, been most sparingly instituted; but it is alleged, and we believe with some truth, that the threat of instituting or procuring the institution of a prosecution for perjury has not unfrequently been used to compel witnesses to adhere before the courts to statements put into their mouths by investigating officers and recorded in their diaries. We would draw attention to the fact that while under section 195, Criminal Procedure Code, the sanction of the Court before whom a false statement has been made must in all cases be obtained before a prosecution for perjury can be initiated, no such restriction applies to prosecutions for false statements made before the police. We are not prepared to propose that the law should again be altered by the omission of the word "truly" from the second clause of section 161, Criminal Procedure Code. Apart from the undesirability of the suggestion, it would convey to the native mind that false statements made to the police were of no moment; a reversion to the old law would not be practicable, as it would preclude the possibility of instituting a prosecution for refusal to answer questions under section 179, Indian Penal Code.

81. At the same time we are very strongly of opinion that it would be better on the whole that prosecutions for perjury with regard to statements recorded by the police should never be instituted at all. In other words, that such prosecutions

should only be allowed in regard to statements made before a Court of Justice on oath or affirmation.

82. We would suggest that all prosecutions on statements made before the police should be carefully safeguarded by requiring, as a preliminary, the express sanction of the Magistrate of the district given after an opportunity has been afforded to the accused person to show cause against such prosecution. This proposal only provides such a safeguard against vindictive prosecutions as is already required by law in the case of false evidence given before a Court of Justice.

83. We would here express our unqualified approval of the terms of the Circular (No. 4, dated 20th February 1891), recently issued by Government on the subject of reducing to writing statements taken by investigating officers under section 161, Criminal Procedure Code. It is, we think, very seldom necessary for investigating officers to record statements in full, and the less this is done the better both for the police and the people. The discontinuance of the practice, while leaving the quality unaffected, will considerably diminish the amount of work at inquiries. By enabling the work to be done more rapidly it will diminish the tendency to protracted investigations; and last, but by no means least, it will do away in most cases with the possibility of investigating officers forcing witnesses to endorse statements they have never made.

84. The fourth suggestion—to introduce a system of written reports and written lists of stolen property—has been made by a good many of the native witnesses in their replies to questions 14 to 16, Part I of the Committee's questions. The reasons advanced in support of this proposal are—

Proposal to introduce a system of written reports of crime, and lists of stolen property.

- (1) that the adoption of such a measure would do away with the complaints that the police take fees for writing, and are in the habit of altering first reports of crime, and that they cut down and under-value lists of stolen property;
- (2) that it would strengthen the hands of the police by shifting the responsibility for reports on to complainants;
- (3) that complainants who wished for no inquiry would be thereby enabled to send their reports to the station, and would be saved the trouble and expense of reporting in person.

On the other hand it is urged that a system of this kind would be likely to give rise to innumerable false reports. Statements made while an occurrence is fresh in the complainant's mind are, it is argued, much more likely to be true to fact than written reports concocted afterwards. The village lawyer would, we are told, step in, and people would be tempted to implicate their enemies falsely.

85. It is also pointed out that the bulk of the rural population is illiterate; a system of compulsory written reports would therefore only be throwing an extra tax on them, as they would certainly have to pay for the reports being written. The reply to this last objection is, that the tax would hardly be heavier than that the police are said to exact now.

86. There is no doubt a good deal to be said on both sides of the question. If written reports, especially with respect to offences against property, could be made compulsory, it would certainly be an advantage in some respects. But there are disadvantages which cannot be overlooked. One of these is, the method to be adopted for working the system. It has been suggested that forms for such reports should be kept with School Masters, Postmasters, patwáris, &c., that complainants should apply to one or other of these sources for a form and get their complaints written by some one in the village. Some witnesses suggest that the forms should be in triplicate and that complainants should send one copy to the

thána, another to the Divisional Magistrate, and keep the third as their check receipt. All this would mean extra expense to complainants. Under present rules, too, nine-tenths of the Magistrates would pay no attention to such reports sent by post; and unless the copy sent to the thána were registered, a dishonest station officer might easily deny receipt. On the whole this method of working the system appears to us too expensive, cumbersome, and uncertain to be practicable. Another proposal is that reports should be entered in the chaukidár's book by some literate resident of the village. Here, again, we are met with the difficulty of the chaukidár's absence from the village. It is obvious that no compulsory system of written reports could be worked on these lines, though we see no objection to reports of petty offences, in which no inquiry is demanded, being recorded by complainants in the chaukidar's crime register.

87. There is also the further, and in our opinion fatal, objection that any system of compulsory written reports would betray such a want of confidence in the police as to entirely destroy the efficiency of the force. It is obviously absurd to place men in positions of trust and authority, and then to pass rules indicating plainly that they are considered untrustworthy and incapable.

88. For these reasons we do not see our way to recommending that written reports of crime or written lists of stolen property be made compulsory.

89. We are, however, very strongly of opinion that the public should be encouraged in every possible way to adopt the practice of furnishing first reports of crime in writing. Though the law as embodied in section 154, Criminal Procedure Code, clearly contemplates the possibility of written reports, yet we found that not one of the witnesses, pleaders included, was aware that such a procedure was allowable. This fact alone indicates very clearly the position taken up by the police on this point. We would suggest that every means be adopted to convey to the people the information that written reports are not only allowable, but that Police Officers are bound to accept such reports whether in Urdu or Hindi. We consider that this end could be attained—

- (1) by the issue of departmental instructions to station officers;
- (2) by affixing printed notices at thánas;
- (3) by requiring investigating officers to explain in all cases concerning property why written reports and lists of stolen property were not furnished; and
- (4) by making it widely known that written reports could be sent to the thána by chaukidárs, and that complainants would be thereby relieved of the trouble of going to the thána in person.

90. We would suggest also that chaukidárs should be furnished with printed forms for such reports and lists of stolen property. No further action on this proposal is, we think, necessary.

Proposed alteration in the rules for investigations into reported cases of theft and burglary.

91. The present rules regarding inquiries into reports of burglaries and thefts are given in the Police Manual, as follows:—

For the North-Western Provinces.—Simple thefts of property less than Rs. 10 in value, attempts at thefts, and attempts at burglary need not be investigated by the police unless the person injured expresses his wish (to be mentioned in the diary) that the inquiry should take place or unless the officer in charge of the station is of opinion that there is sufficient ground for entering on an investigation. If a Police Officer in charge of a station considers there is sufficient ground for entering on an inquiry in cases of attempts at burglary and theft under Rs. 10, he will do so and report accordingly.

In Oudh.—The same rule applies with regard to theft and attempts at burglary; but here the discretionary power given to the police to enquire or not has been extended to cases of lurking house trespass and house-breaking by day without loss, and in which the value of the stolen property is not over Rs.5.

92. In the Moradabad district of the North-Western Provinces this rule has been still further extended. The Police Superintendent of that district reports that (in accordance with the sanction of Government conveyed in paragraph 9 of the Government review on the Police Annual Administration Report for 1887) he, in 1888, issued orders to his police that unless the complainant expressed a desire for an inquiry, they were *not* to investigate reports of (1) theft in which the value of the property stolen was not over Rs. 10, (2) attempts at burglary, (3) burglary without loss, or (4) in which the stolen property was valued at Rs. 5 or under.

93. It has been suggested to us that this rule should be extended to the whole province. Indeed many of the witnesses would go much further and raise the limit of discretionary inquiries to Rs. 25 in the case of burglaries and Rs. 50 in that of thefts (see answers to question 9, Part I).

94. The arguments in favour of the introduction of some rule limiting inquiries into petty cases concerning property are (1) that investigations into petty offences are unnecessary, are peculiarly harassing to the people, and cause a good deal of concealment of crime; and (2) that the time spent in such inquiries is detrimental to the detection of serious crime.

95. On the other hand, it is argued that experience has shown such a rule cannot be enforced. That so long as the police are judged by percentages of convictions, so long will they continue to disregard the wishes of complainants, and force on them investigations into petty offences, which are easier of detection, while they refuse enquiring into more serious and difficult cases, by altering the first report or undervaluing the amount of property stolen, so as to bring such cases within the limit of discretionary inquiries. The answer to these objections is clearly the removal of such cases from the tests of police work in the manner already suggested in paragraph 66. सत्यमेव जयते

96. Since the promulgation of the rule now in force in Moradabad, the returns show that reports of both thefts and burglaries have steadily risen in number and that, not only below, but also above, the limit of discretionary inquiries. Mr. Lovett Thomas, the District Superintendent of Police, writes in his annual report for 1890 :—

“Owing to the issue of these orders the police have reaped a very substantial benefit by being given much more opportunity to work out important cases. Serious cases have not diminished in number, nor has there been any laxity in detection or conviction.”

“The people have appreciated the blessings of the non-interference of the police in small frivolous events, and they have therefore freely reported such occurrences. The increase has occurred exactly where the shoe used to pinch hardest, *Niz.*, in cases of burglary under Rs. 5 in value and without loss and in attempts; cases over Rs. 5 also show an upward tendency.”

97. The arguments in favour of a rule of this nature having thus been fully established by experience, and all objections having been discounted by the proposed alteration in tests, we hold that such a rule should be generally introduced. As regards the limit of discretionary inquiries we would not raise it above that already in force in Moradabad. The returns for the provinces show that during the last three years the average number of thefts reported annually has been 76,782, of which on an average 65,753, or 85·6 per cent., were of property under Rs. 10 in value. The number of reported burglaries in the same period averaged 66,659 annually. The distribution of these was —

Attempts	...	...	...	...	...	22,311
Without loss	...	...	...	...	...	17,708
Under Rs. 5	...	...	...	...	...	12,828
Over Rs. 5	...	...	...	...	...	13,812

The average number within the proposed discretionary limit was therefore 52,847, or 79·2 per cent. of the total number reported. It would therefore we think hardly be wise to raise the limit higher.

98. The rule we would propose is that reports of thefts of property, valued at not more than Rs. 10, attempts at burglary, burglaries without loss, and burglaries in which the value of the property stolen is reported to be not over Rs. 5 should not ordinarily be enquired into unless at the express wish of the complainants.

99. Provided that where such cases occur in the presence of the police, or when the police have reason to believe that the offences reported are the work of habituals or members of criminal tribes or wandering gangs, or that, for any other reason, an inquiry is desirable in the interests of the public, they should investigate *suo motu*, whether the complainant wishes an inquiry or not. We would also add that in all inquiries into petty cases coming under this rule conducted contrary to the wishes of the complainant, investigating officers should be required to give their reasons for making such inquiry.

100. An examination of the returns for the last three years show that inquiries are made on an average in 50 per cent. of the thefts under Rs. 10 reported. It is therefore fair to infer that the proportion of optional inquiry in which complainants demand an investigation is not above this figure. As a matter of fact it is considerably below as the tendency of Police Officers has been shown to be towards taking up these cases, whether an inquiry is asked for or not, in order to improve their returns. Taken, however, at the figure above indicated, the relief afforded by this rule to investigating officers would be 50 per cent. of 17,708 burglaries without loss and 12,828 burglaries under Rs. 5, in all 30,536 cases. The effect of the rule would be to place the time now spent in at least 15,268 petty inquiries at the disposal of investigating officers for the investigation of more serious cases and the performance of more important duties. At the same time the people would be freed from constant and annoying police visitations.

101. The next point for consideration is the proposal to make certain classes of cognizable cases bailable. This suggestion first attracted our attention in the evidence of Mr. Meyer, a planter of the Gorakhpur district. This gentleman commented strongly on a practice, which he asserted was very prevalent both among the people and the police, of fabricating petty charges of theft or receiving stolen property either to satisfy a grudge or to extort money. Many witnesses had noticed this practice, but none had suggested any practicable check beyond the stock remedies of improving the class of investigating officers, &c. These have obviously but little bearing on the subject so far as fabrications by the people are concerned. In some parts of the country the phrase "*main tumko jhutha mukaddama men phasa dunga*" is a common threat. The object of getting up a false charge against an enemy is not so much to get him punished by the courts as to worry him into paying for a compromise or to disgrace him by getting him confined in the lock-up and sent to Court in handcuffs. This last is the object principally aimed at. False charges of theft and receiving stolen property are more common than any other, partly because the latter charge is the most easily fabricated, and partly because both are charges cognizable by the police and in which the accused cannot be released on bail. The threat of sending an accused person to Court in handcuffs is, we are told, commonly used by the police for purposes of extortion. To put a stop to these malpractices and at the same time to relieve the police of the very onerous and lengthy duty of escorting prisoners in petty cases to the Courts, it was suggested that petty cases of theft and receiving stolen property should be made bailable.

102. The proposal was submitted to a large number of the most experienced witnesses. The points put to them were, *first*, whether the proposal commended

itself as likely to answer the purpose for which it was designed; and, *secondly*, whether it was desirable to fix a money limit up to which charges of theft and receiving stolen property should be made bailable, and if so, what that limit should be.

103. As regards the principle of the proposal, one witness only objected on the ground that such a measure would encourage theft by making the crime appear less serious in the eyes of the people. All others, however, agree that the measure is not only desirable, but eminently practical. The only witness who at all questioned its practicality was Bábu Dungar Mal, vakíl of Meerut, who alleged that on its first introduction, the police would find in it a means of extorting bribes; but even he acknowledged that this objection would lose its force once the people became aware of the law on the subject. There is another argument in favour of this proposal, one which, though not raised in the evidence, has to our thinking considerable weight. It lies in the large number of persons punished under the theft and receiving sections with fine only. We have received a return from the Registrar of the High Court, North-Western Provinces, which shows that last year out of 21,095 persons convicted under these sections 13,673 were punished with imprisonment, 3,228 with whipping, and 4,007, or 18·9 per cent., with fine only. Either these sentences were one and all out of all proportion lenient, or else bail should surely be allowed in cases which can be met by so light a punishment. A system which does not admit of bail for such petty offences seems to us to be unfair to all parties concerned, to the Magistracy and the Police in that they are forced to refuse bail; and to the offender in that the law compels him to undergo the indignity of fetters and possible incarceration for days in the station and Magistrate's lock-up for an offence which may in many cases be adequately met by the infliction of a fine. In this view we would give our cordial support to the principle contained in the proposal under notice.

104. The question of the line to be drawn has given rise to some discussion. Various money limits have been suggested, and many witnesses have expressed a very decided opinion that all charges of receiving stolen property, whatever the amount might be, should be made bailable. The argument advanced in favour of the latter proposal is, as stated by Munshi Binda Parshad, Court Inspector of Allahabad, that—

“Evidence of guilty knowledge is necessary to a conviction in a charge of dishonestly receiving stolen property, and that consequently to make such an offence non-bailable is practically to make the police the Judges of whether the accused is possessed of such guilty knowledge.”

The same line is taken by Mr. Justice Straight, who considers that—

“Having regard to the fact that the line between stealing and receiving is often difficult to draw, and as under the latter section knowledge or reason to believe property has been stolen, which is found in the possession of an accused, is an essential ingredient of the offence, about which, at the time of the charge being made, the police may be in a difficulty to form an opinion, they might have discretion given them generally to admit to bail when the charge is under section 411, Indian Penal Code.”

105. Two objections have been taken to a money limit for bailable offences under the theft and receiving sections. One is that it is difficult to fix a well-defined and legally-recognized limit, and the second that any money limit could easily be avoided by exaggerating the charge. To the latter we would reply that there is no legislation which cannot be avoided by dishonesty. The former has, we think, been met by Mr. Justice Straight's suggestion, that offences triable summarily under section 260, clauses (d), (e), and (f), Criminal Procedure Code, *viz.*, thefts and receiving stolen property under Rs. 50 in value, be made bailable. We would propose this rule for adoption subject to the proviso, also suggested by Mr. Justice Straight, that “when the accused is known to have been previously convicted of any offence mentioned in section 75, Indian Penal Code, or to be a member of a criminal tribe or wandering gang, or to be under surveillance or at large under recognizance to be of good behaviour, bail should not be granted.” If any further argument is

required in favour of this proposal, we would quote draft schedule A in the report of H. M. Commission to consider the reform of the Judicial Establishment Procedure and Laws, 1856, which lays down that thefts and receiving under Rs. 50 should be triable by *any* Magistrate; from Rs. 50 to Rs. 100 by Magistrates, 2nd class; Rs. 100 to Rs. 500 by a Magistrate, 1st class; and over Rs. 500 by the Sessions. This shows the relative importance attached by the framers of the original Code to the crimes of theft and receiving property of varying amounts. We would also add that departmental instructions should be issued to the police to see that substantial bail, if possible of landholders or other responsible sureties, be demanded in all cases.

106. We note that this proposal will involve an alteration in the existing law as contained in sections 170 and 497, Criminal Procedure Code, and in the schedule attached to that enactment.

107. - Perhaps the most curious fact in the discussion on this proposal is that not one of the many witnesses examined ever seems to have even thought of the apparently obvious objection that there would be a danger of accused persons not surrendering to their bail. When questioned on this point, they invariably replied that the obligation was in this country so well understood and acted up to, and cases of breaking bail were so exceptional, that this objection carried no weight. We are fully aware that this is the case, and we therefore look upon our present proposal which does not go near so far as many of the witnesses would wish, as merely experimental. We do not, however, consider it advisable to go further at present at all events, but think that in the near future it may be found possible largely to increase the class of cases which might safely be declared bailable.

108. The proposal to register sales of cattle was breached by the witnesses of the Meerut district. Cattle-theft is most prevalent in the Meerut, Agra, and Rohilkhand Divisions of the North-Western Provinces and in some of the border districts in Oudh. In those parts strenuous efforts have of late years been made to put down this particular class of crime, and success in the detection of cattle-thefts is there looked upon by the police as a sure passport to rapid promotion. The investigation and detection of these cases is often a difficult business, as it involves tracking the thieves and receivers from place to place, and contending with the jealousy and often obstruction of rival station officers. Nevertheless, in the hope of obtaining promotion and rewards investigating officers are said to stop at nothing to secure convictions. To this cause is alleged to be due the practice of fabricating charges of stealing and receiving stolen cattle said to be of such common occurrence in the western districts. This practice is not, however, it seems, solely confined to the police. It often happens that villagers buy cattle from persons representing themselves to be itinerant vendors, really cattle-thieves; and when the cattle are afterwards discovered to have been stolen, the purchasers, either from enmity or in order to get themselves out of the difficulty, assert that they made the *purchase* from some neighbour: thus cattle are traced from hand to hand; and by the aid of false witnesses some person who has had nothing to do with the transaction is ultimately brought to trial, the real culprits escaping.

109. To put a stop to such malpractices, to do away with the possibility of such mistakes, and also to check the crime of cattle-theft by making the disposal of stolen cattle as difficult as possible, it has been suggested that a system of compulsory registration of sales of cattle should be started in all the principal bazaars and markets in the Provinces. Inquiries (the results of which are embodied in Appendix VII to this report) show that the idea is an old one; the system appears to have been started by Colonel Davis, Deputy Inspector-General of Police, in some of the markets in the Mainpuri district as far back as 1862. It was subsequently extended by the Deputy Commissioner of Jhānsi to the Mau Rānipur market in that district with a view to checking the sales of cattle stolen from Native

States. Mr. F. B. Mulock, when Magistrate of Ballia, also adopted the same measure in many of the principal bazaars of that district, and it has been for some years in existence at the Batesar fair. The facts given in the Secretary's note show that the system has, wherever introduced, been an undoubted success. The estimation in which it is held by the people is shown by its having been adopted in numerous bazaars and markets by the owners and lessees *suo motu*. Mr. Hamblin, Joint-Magistrate of Agra, has shown what assistance these registering centres are to the executive in dealing with cattle-theft cases, and when the almost entire cessation of cattle-lifting in the Ballia district is attributed to the same cause, no stronger evidence can be adduced of the efficacy of the system.

110. We have no hesitation in saying that we consider the general introduction of this system would be in every way most desirable. We are aware as pointed out by several officers, that any system of registration, though nominally optional, has a tendency to become compulsory; but in this we see no great harm, provided sufficient facilities for registration are afforded.

111. We would therefore suggest that all owners or lessees of bazaars or markets where cattle are sold should be legally obliged to provide facilities for registration of sales in such bazaars or markets. We consider that legal sanction should be given to the charge for every registration of a small fee to cover expenses. This principle is already in force in many markets, and as has been shown by the evidence is not objected to by the people. We would also lay down that wherever possible the registering agency should *not* be official, but should be provided by the owner or lessee of the bazaar or market. Furthermore, in view of the difficulty attendant on registration of sales of cattle in villages situate at some distance from cattle markets or on days when such markets are not being held, we would advocate the introduction of some system whereby optional registration could be had at all police-stations and village schools, and also by any patwári. The same fee should be chargeable as at the nearest market. We are convinced that if these recommendations are adopted, they would go far to check not only the malpractices complained of with reference to this class of offence, but even the crime itself. They would also afford such a measure of protection to the people themselves in transactions of this nature as would be highly appreciated, and extensively made use of.

112. The last suggestion to which the Committee wish to draw attention is Suggestion to make all compoundable offences non-cognizable. that all compoundable offences should be removed from police cognizance. This proposal is one which is aimed chiefly at limiting the power of the police, and as such does not entirely commend itself. At the same time the arguments advanced in support of it preclude its being passed over without notice. The charges falling under this category are four in number—

Wrongful restraint	Section 341	} Indian Penal Code.
Ditto confinement	...	...	Do. 342
Criminal trespass	...	...	Do. 447
House ditto	...	...	Do. 448

It is argued that these are cases in which police assistance is seldom, if ever, required, and that it is a waste of power to employ the police in investigating charges, which, when brought into Court, can be compromised, the time and labour expended by the investigating officer being thus thrown away. While admitting the force of these arguments we are not prepared to say that cases falling under these sections *never* occur in which the assistance of the police should not be claimable: we therefore do not see our way to suggesting that these cases should be removed altogether

NOTE.—The 1889 returns show—

	Reported.	Investigated.	
Sections 341 and 342	530	514	from police cognizance. At the same time, looking to the large proportion of the cases falling
Ditto 447 and 448	1,822	1,614	under these sections which are now investigated by the police, we cannot but think that interference is probably carried too far. We would, therefore, suggest the

issue of departmental orders under section 157, Criminal Procedure Code, restricting within narrow and well-defined limits the cases falling under these sections, in which police assistance should be granted.

Summary of proposals contained in this chapter.
may be thus briefly summarised :—

113. The Committee's proposals contained in this chapter of their report

- (1) Alterations in tests of police working (paragraphs 62 to 69).
- (2) Suggestions regarding issue of departmental instructions for the enforcement of the provisions of section 160 of the Criminal Procedure Code, and the curtailment of special diaries (paragraphs 78 and 79).
- (3) Proposal for the amendment of the law regarding sanction to prosecute for false statements made before the police (paragraphs 80 to 83).
- (4) Recommendations for the issue of notices to the public, and departmental instructions on the subject of written reports of crime and written lists of stolen property (paragraphs 84 to 90).
- (5) Suggested alterations in the present rules regarding inquiries into reports of thefts and burglaries (paragraphs 91 to 100).
- (6) Proposals to make cases of petty theft and receiving stolen property bailable (paragraphs 101 to 107).
- (7) The suggested introduction of a system for the registration of sales of cattle (paragraphs 108 to 111).
- (8) The issue of departmental instructions on the subject of police inquiries into certain compoundable offences (paragraph 112).

Of these proposals Nos. (3) and (6), if adopted, will necessitate alterations in the present law, and No. (7) will require fresh legislation which can be framed and passed by the Local Government. To No. (1) the sanction of the Supreme Government will have to be obtained, as the alterations suggested will to some extent affect the statements prescribed by the Government of India. The remaining suggestions can, if approved, be adopted at once under the sanction of the Local Government.

CHAPTER IV.

RE-ORGANIZATION OF PROVINCIAL POLICE.

SECTION I.

CONSTITUTION AND NUMERICAL STRENGTH.

114. The statement forming Appendix VIII to this report shows the changes in the number and cost in each grade of the Provincial Police Committee's scheme, in the number and cost in each grade of the Provincial Police Force (Civil and Armed) resulting from the Committee's proposed scheme of re-organization.

115. All mention of the Mounted Branch has been omitted from this statement as no changes are proposed therein. This Branch of the Mounted Branch. force has been considerably reduced of late years. It consists now of only 417 men, giving an average of less than 10 per district. Some few mounted policemen must be retained for use in escort and other duties and on occasions of riots or sudden outbreaks of crime. The present staff is, we think, barely sufficient for these purposes.

116. The strength of the Armed Branch has recently been fixed after some correspondence with the Government of India, and no further Armed Branch. change appears necessary. The transfer, shown in the statement, of a few men from the head constable to the Sub-Inspector grade, is due to the proposed abolition of the Rs. 25 grade of head constable, a subject which will be dealt with hereafter.

117. All changes of any moment which are caused by the Committee's proposals occur in the gazetted grades and in the Civil Branch of the force.

SUB-SECTION I.—*Gazetted Officers.*

118. Touching the grades of gazetted officers, three Gazetted officers. changes are advocated :—

- (1) that instead of two Deputy Inspectors-General and two Assistant Inspectors-General, there should be in future four Deputy Inspectors-General ;
- (2) that there should be 49 instead of 47 District Superintendents ; and
- (3) that the number of Assistant District Superintendents should be increased from 12 to 20.

Underlying the first and second of these proposals is the principle that it is always advantageous to the working of any branch of a Department to retain as long as possible at its head an officer who has acquired experience in the working of that particular branch.

119. It is, we hold, an anomaly that the officers in charge of the Railway Police and the Special Branch, while doing the same class of work, Deputy and Assistant Inspectors-General. having equal responsibilities, and holding practically the same position, both in their own Department and with reference to the District Officers, as the Deputy Inspectors-General, should have a different designation. Moreover, under the present system the Assistant Inspectors-General have on promotion to the rank of Deputy Inspector-General to be removed from the charges for which they were especially selected, and are therefore presumably specially fitted. Our proposal is designed to remove these disabilities. We would recommend the distribution of the work among the four Deputy Inspectors-General much on the following lines. To one should be assigned the Armed Branch entirely, together with the reserves, *chanda* funds, and remounts, as also the

clothing, arms, and accoutrements of the whole force. To a second might be given the Special Branch, comprising work of a secret and political nature, together with questions connected with criminal tribes and classes, wandering gangs, and professional crime. A third would take railways; and a fourth cattle-theft, infanticide, eunuchs, &c. Of the Deputy Inspectors-General all, except the officer in charge of the Railway Police, should take their share of district inspections. It is not intended that the Senior Deputy Inspector-General should be in charge of any particular class of work by reason of his being the senior; the main object in the arrangement being to retain an officer specially selected for a particular class of work as long as possible in charge of that work. The advantages of this proposal are, we consider, too obvious to require any further comment.

120. In the same way the addition of two to the number of District Superintendents is intended to supply two Assistants to the Deputy Inspector-General in charge of Railways. Our reason for making this proposal will be found in the chapter of this report dealing with Railway Police organization. We would only note here that the Government of India have recently anticipated our suggestion in part by appointing a special officer under the control of the Assistant Inspector-General, Government Railway Police, North-Western Provinces, to hold charge of the Indian Midland Railway district. The fact that the Railway Police of these Provinces has become too onerous and extensive a charge for one officer has thus been officially recognized. Whatever appointments are finally sanctioned in the supervising staff of the Railway Police we should prefer (on the principle mentioned in paragraph 302) to see these posts filled by officers selected from the general list of District Superintendents rather than by officers separately appointed on fixed salaries.

121. The proposal to raise the number of Assistant District Superintendents from 12 to 20 is based on the following grounds. We consider it most essential that Assistant District Superintendents should have acquired some experience and knowledge of police work before being placed in charge of districts. At present, with the exception of those who have risen from the ranks, there is not a single Assistant District Superintendent of even three years' standing and of all the District Superintendents in the lowest grade none have had more than four years' experience in police work. It is, we consider, thoroughly wrong that such young and inexperienced officers should be placed in positions of so much trust and importance. The result must inevitably be that the real power ordinarily passes to the hands of subordinates—a position which cannot be too strongly condemned. Another reason which leads us to propose this increase in the number of Assistant District Superintendents is that the present number is insufficient to fill temporary vacancies. The consequence is that Inspectors are constantly being placed in temporary charge of districts—a system which we hold to be in the highest degree objectionable. While acknowledging that it may be found advisable in exceptional cases to promote Inspectors of long and approved service to the gazetted grades, we at the same time consider that so far as possible should an Inspector be found qualified for such promotion, he should first be promoted to the rank of Assistant District Superintendent before being placed in charge of a district. The only way of giving effect to this principle is by increasing the number of Assistants. So strong is our objection to the present system of placing Inspectors in charge of districts, that in the event of a temporary vacancy occurring, and no qualified Assistant being available, we would recommend that, as is now done in the case of jails, an Assistant or even a Deputy Magistrate be placed in temporary charge. We would further note that in the Panjáb with 31 districts there are 24 permanent and five probationary, and in the Lower Provinces with 45 districts there are 36 permanent and 16 Officiating Assistant District Superintendents. The proposed increase in the number of permanent Assistant District Superintendents in these Provinces from 12 to 20 would

not, therefore, appear excessive. We would add that the system of putting in as Inspectors young men waiting for appointments to the higher grades is, we consider, very much to be deprecated, the sole result being that they stop the promotion of men who have prior claims, and are themselves above doing the work of the grade to which they look upon themselves as merely temporarily attached.

SUB-SECTION II.—*Inspectors.*

122. The decrease in the grade of Inspectors is due to a proposed reduction of 41 Circle Inspectors. In the number and allocation of Reserve Inspectors no change appears necessary.

123. We would increase the number of Court Inspectors from 40 to 45, so as to give a senior prosecuting officer in each district, except Lalitpur and the Taráí. The former will shortly be made a Sub-Division, and in the latter the work can be done by a Sub-Inspector.

124. With regard to the proposed reduction in the number of Circle Inspectors we have had some difference of opinion. A minority of the Committee opposed the suggestion on the ground that, however much the investigating staff might be improved, it would still require careful supervision; and that such supervision could only be exercised through Circle Inspectors. While admitting this proposition the majority of the Committee were still of opinion that adequate supervision could be secured even with the reduced number of Circle Inspectors. They held—and in this the other members of the Committee concurred—that the time of Circle Inspectors was at present taken up, to a far greater extent than was at all necessary, with investigations, which should be conducted by station officers, and with routine inspections, which were useless for any practical purposes. They would lay down the rule—and in this also the Committee was unanimous—that Circle Inspectors should be required to make only two station inspections annually. These, with the District Superintendents' inspection and an occasional visit from the Deputy Inspector-General, should, they held, be sufficient. They would also allow Circle Inspectors to conduct as few original investigations as possible, employing them almost entirely in general supervision: in fact, assigning to them the duties of native Assistant District Superintendents. They argued that this change of system would allow of much closer supervision being exercised even by a fewer number of Inspectors. They also pointed out that the changes proposed by the Committee must of necessity be introduced very gradually, and that consequently the hoped-for increase in the efficiency of the investigating staff would, if the scheme worked out as is expected, take place *pari passu* with the reduction in number and increase in efficiency of the supervising staff. And that the proposed increase in the staff of Assistant District Superintendents would to some extent relieve District Superintendents of their present burden of office work and give them more time to devote to the duty of supervision. They further noted (1) that the Police Committee of 1863 (see paragraphs 55—59 of their report) made a considerable reduction in the number of Inspectors on almost identical grounds; (2) that the allocation statements then framed allowed 89 Reserve and Circle Inspectors for the North-Western Provinces, while the present proposals give 90 for the same area and the present actuals are 118; and (3) that the increase in the number of Inspectors shown by these figures has also been accompanied by a considerable decrease in the work of inspection required of them. In 1863 all stations had to be inspected monthly. Now quarterly inspections are the rule, and this the Committee propose to reduce still further. Unless, therefore, the *morale* and training of the investigating staff is now worse than it was nearly 30 years ago, which is not acknowledged, the necessity for a larger supervising staff than was then employed would not seem to be established. For these reasons the majority of the Committee were of opinion that the proposed reduction could be carried out without any risk of want of supervision being incurred.

125. Including City Inspectors, they would assign to the districts of—

Meerut, Agra, Allahabad, Cawnpore, and Gorakhpur	...	...	...	3 each ;
Sahāranpur, Aligarh, Muttra, Bareilly, Moradabad, Bānda, Benares, Azamgarh,				
Mirzapur, Basti, Jhānsi, and Lucknow	...	...	...	2 do. ;
to the remaining 28 districts	...	...	...	1 do. ;

making a total of 67 Circle Inspectors for the Provinces.

SUB-SECTION III.—*Investigating and subordinate staff.*

126. Passing on to the lower grades the changes in the constitution of the force involved in the Committee's proposals are much more marked. An increase of 1,345 men is shown in the Sub-Inspector grade, coupled with a decrease of 785 head constables and 20 constables.

127. An examination of the details of allocation to duties will show that the chief differences lie—

(1) in the staff allotted to stations and outposts where the number of Sub-Inspectors has been increased from 507 to 1,590, while the number of head constables has been decreased from 1,992 to 1,015 and of constables from 9,500 to 8,552.

(2) in the staff employed in District Superintendent's offices where the figures are—

				<i>Present.</i>	<i>Proposed.</i>
Sub-Inspectors	...	...	...	120	52
Head constables	...	...	...	163	52
Constables	...	...	...	336	128
Total	...	...	...	619	232

and (3) in the reserves, where the numbers have been increased from 12 Sub-Inspectors, 149 head constables, and 1,268 constables to 233 Sub-Inspectors, 318 head constables, and 2,310 constables.

These changes may be attributed to the three main reforms on which the Committee's scheme of re-organization is based. These are—

- (1) the division of the force into two classes, superior and inferior—officers and men;
- (2) the introduction of a separate clerical establishment for District Superintendents' offices;
- (3) the creation of adequate reserves.

Separate recruitment of officers and men.

128. The first of these reforms is that on which the whole of the Committee's scheme of re-organization hinges. It is based on the acknowledged necessity for improving the pay, position, and prospects of the supervising, prosecuting, and investigating staff of the police in order to attract a better class of men into these grades. This proposition has been established over and over again. It has been put forward in one shape or another by almost every witness, whether official or non-official, as the most needed and only practical measure of police reform. It has received the support of the Government of these Provinces (see paragraph 22 of His Honor the Lieutenant-Governor's Minute, dated 7th October 1889), and also that of the Supreme Government (see Government of India, letter No. 377, dated 17th May 1890). It is therefore unnecessary for us to advance fresh arguments in its favour.

129. In seeking for means to carry out this proposition we were met with the initial difficulty that, however much we might be able to improve the pay, position, and prospects of the officers forming the staff employed in investigation, prosecution, and supervision, we should never be able to attract into their ranks the stamp of men required for these duties, so long as the present system of making

Promotion from the ranks theoretically indefensible so far as the Civil Branch is concerned.

all officers pass through the subordinate grades is continued. No system of promotion from the ranks is defensible unless the work to be done by men and officers alike, though varying in quantity and quality, is identical in character. In the Armed Branch—and the police in its original organization was more military than civil—the system works fairly enough; the reason being that the duties required of officers and men are of the same kind. Even here though, one slight difficulty has to be met—a difficulty peculiar to this country, that of caste and position. However good a man may be at his drill or other duties, it never does to promote him to the rank of officer if he comes of a lower caste and is inferior in social position to the men placed under his command. Discipline must be maintained, and a step of this kind would destroy it entirely. This is, however, a difficulty which in the Armed Police can easily be met. Care in promoting only men of a good class is all that is required, and with this proviso we think the present system may be allowed to stand so far as the Armed and Mounted Branches are concerned.

130. With the Civil Police, however, the case is entirely different. In this branch the duties and qualifications required of the officers, from the rank of investigating officer upwards, differ *toto cælo* from those of constables or even head constables employed as writers. The work of a constable or station writer is more or less pure routine, while that of an investigating, prosecuting or supervising officer requires tact, resource, ingenuity, and power of command. Moreover, a certain superiority of caste and social standing is required to make a good officer. It may be possible to secure here and there in the ranks a man who is by nature endowed with these qualifications; but unless this is the case no amount of training in the duties of a constable or station writer will necessarily make a man fitted to rise higher in this branch. In a force thus constituted any system under which promotion from the subordinate grades is the rule must be not only theoretically indefensible, but also practically a failure.

131. As regards the theory, there cannot, we think, be two opinions. In practice the very history of the system proves its inapplicability. Promotion from the ranks impracticable in practice. It was first introduced when the force was organized, on an almost purely military basis in 1861. Shortly afterwards its impracticability having been recognized, an order was issued that Sub-Inspectors might be appointed direct. This, also, was found to be objectionable inasmuch as all Sub-Inspectors had to be placed in charge of stations—a duty for which they could not be fitted without some previous training. This system, therefore, fell gradually into disuse, and for years District Superintendents did practically what they liked. Ultimately it was found necessary to make a large number of direct appointments in the ranks of Inspectors, Sub-Inspectors, and 1st and 2nd grade head constables, as men fit to discharge the duties of the higher grades were not obtainable by promotion from the ranks. This is the history of the system as given by the present Inspector-General of Police. If any further proof of the inadvisability of the rule is required, it may be found in the fact that during the last two years 20 per cent. of the appointments to the grade of investigating officer and above have been made direct on the acknowledged ground that qualified men were not to be found in the lower grades. But the full measure of the mischievousness of the present system can only be gauged by the condition to which it has reduced the grades from which investigating officers are drawn. District Officers and District Superintendents were asked to state how many of the Sub-Inspectors and head constables in their districts they considered fit to hold charge of police-stations. The returns submitted give the following results :—

				<i>Fit.</i>	<i>Unfit.</i>	<i>Total.</i>
Sub-Inspectors	...	...	...	443	212	655
Head constables	...	...	...	613	2,082	2,695
			Total	1,056	2,294	3,350

Thus in the opinion of their own officers only 31·5 per cent. of these men are qualified to discharge the duties which some of them are now performing, and which if the present system is continued all will sooner or later be called upon to undertake. In other words, the system of promotion from the ranks has landed us with a body of men of whom more than two-thirds are acknowledged to lack the qualifications required in Station Officers, and yet from among whom such officers must be selected. These figures and the opinions of all District Officers and of all witnesses who have been consulted show very clearly not only that the present staff of investigating officers is inefficient; but that there is no hope of improving it by promotion from the lower grades.

132. The witnesses consulted by the Committee are almost unanimous in their opinion that the only way out of this dilemma is to draw a sharp line of demarcation between officers and men, and to recruit separately for the investigating and subordinate branches. The main reasons given for this opinion may be thus summarized :—

Evidence practically unanimous in favour of separate recruitment of officers and men.

- (1) Men of good social position and superior ability will not consent to enter the service as constables, *firstly*, because of the low pay on which they must serve for an indefinite period; and *secondly*, because of the necessity it involves of associating with and of being officered by men of position and education inferior to themselves.
- (2) The work of a constable and the lower grades of head constables is not such as to provide adequate training for the duties of an investigating officer.
- (3) The association with men of inferior status and a reputation for corruptness has a demoralizing effect: and a policeman who is corrupt as a constable is not likely to acquire integrity on becoming an officer.
- (4) A man promoted from the ranks has not as a rule the authority, nor can he acquire the habit of command which it is essential for an officer to possess.

133. The only objection to this view which has been raised by its strongest opponents is that the entire stoppage of promotion from the ranks would so greatly dishearten the subordinate staff, as to make recruitment of suitable men for this branch difficult, if not impossible. There is, no doubt, some force in this argument, and we would disclaim all idea of completely shutting the door to promotion from the ranks. The principle we would lay down is this: that while under the present system promotion from the ranks is the rule and direct appointments to the grade of investigating officer the exception, the exact reverse should prevail. Direct appointments to the grade of investigating officer should be the rule and promotion from the ranks the exception. There is no doubt that in order to protect vested interests and to fulfil promises made to recruits on enlistment, promotions from the ranks must be more numerous when our system is first introduced. We hope, however, that in process of time it will be possible to make direct appointments to the superior staff almost universal, though some opening for promotion from the ranks should always be available in exceptional cases.

Promotion from the ranks not barred by separate recruitment.

134. The introduction of this principle of separate recruitment would have the effect of dividing the present grades of head constable into two classes: (1) investigating, and (2) ordinary or writer head constables. To further emphasize this distinction, which is even now observed in practice, there being at all stations "*tahkikāti*" or investigating and "*muharrir*" or writer head constables. We propose to call all investigating officers by the title of Sub-Inspector. This change in nomenclature, together with the increase we propose to make in the investigating staff, accounts for much of the increase in the

All investigating officers to be graded as Sub-Inspectors.

number of Sub-Inspectors and the decrease in the grades of head constables under the Committee's scheme of re-organization.

Staff required for and size of police-stations.

135. With reference to the increase in the staff of investigating officers alluded to in the preceding paragraph, it may be as well to say a few words here regarding the method adopted in arriving at the number required for the Provinces. This, as explained in the Secretary's note, Appendix IX, was obtained after a careful consideration of the circumstances of each district, and the area, population, and amount of criminal work in each police-station. The main principles kept in view were—

- (1) that however small the circle, at least one investigating officer must be located at each station ; and
- (2) whatever the size of the jurisdiction, taking all classes of cases into consideration, each officer could undertake one hundred investigations per annum.

136. Calculating on these lines, and accepting the existing number and distribution of police circles, the minimum number of investigating officers required was found to be 1,590 as shown in the statement of proposed staff.

137. We have accepted the existing number and distribution of police circles not because we consider it to be by any means ideally satisfactory. There is no doubt, as shown in the Secretary's note, that many circles are too large in area and population for efficient administration, while others are so small that they might well be dispensed with. A re-distribution would, however, involve a very large expenditure in new buildings which we are not prepared to recommend. Our views on the subject are thoroughly in accord with those expressed in paragraph 19 of the report of the Police Commission of 1863, and we would maintain the general rule that, peculiar circumstances apart, police jurisdictions should not ordinarily exceed 125 to 130 square miles in area. At the same time we consider that the too great concentration of police-stations is as much an evil as their excessive multiplication. We notice that in some of the districts of the North-Western Provinces police jurisdictions seem too small, and, were it not for considerations of expense in erecting new buildings, might well be increased in size and reduced in number. In Oudh, on the other hand, the areas of stations are as a rule too large, though the creation of 19 new circles recently sanctioned will reduce the average area from 171 to 150 square miles, which, considering the large tracts of jungle in some districts, would not seem excessive. On the whole, therefore, we incline to the opinion that, rather than multiply police jurisdictions further, attention should be directed to furnishing the existing stations with a sufficient staff of investigating officers and their complement of men.

138. The method adopted by the Committee in allocating the investigating staff has already been explained. To calculate the number of constables required, we have, as shown in the Secretary's note, assumed that five men are sufficient for general duties in a station of ordinary size and average population. To this we have added two men for each investigating officer, and have also allowed from two to six extra men for circles of abnormal conditions. Under this system the staff of constables would be 11, 9, and 7 at ordinary 1st, 2nd, and 3rd class stations respectively, and would rise to 13, 15 or 17 in circles with an excessive area, population or crime record. If these principles are followed there would, we think, be no necessity for further altering police jurisdictions except in extreme cases. On financial certainly, and probably on other grounds also, it would generally be found more expedient to increase the staff at the present police circles where necessary than to multiply police-stations.

Separate clerical establishment for District Superintendents' offices.

Abolition of the rule under which District Superintendent's office establishments are entirely composed of numbers of the force.

139. The reasons for the proposed change in the constitution of the District Superintendent's office are fully stated in Mr. Roberts' note on this subject (Appendix X). Briefly they are—

first—that the rule is not seldom evaded by the enlistment, purely as office hands, of men who could not, under the rules as to physical qualifications, be recruited as policemen ;

secondly—that the system has a very detrimental effect on the prospects of the members of the force employed on regular police duties as statistics show that the promotion of the officers and men employed in District Superintendents' possessive offices is as a rule disproportionately rapid ;

thirdly—that the rule hampers District Superintendents in the selection of suitable office hands for certain posts, such as head clerks, accountants, &c. ;

fourthly—that if the Committee's proposals for the separation of the force into a superior and inferior service are accepted, it will no longer be possible to take in candidates as constables and promote them to the first vacancies in the superior grade in order to provide clerks.

140. The only posts in District Superintendents' offices which should, we think, be held by officers and men taken from the regular police force are those of reader, assistant reader, and copyist. The copyist in a District Superintendent's office occupies the same position as a departmental clerk (ahlmad) in a Magistrate's Court, and these with the readers are the men who have the conduct of all the business passing between the District Superintendent and his investigating staff. Under these circumstances they should, we think, be enrolled policemen. The head reader should be a member of the investigating staff. With the better class of men we hope to obtain all investigating officers should be able to undertake this duty, and a turn at office work would, we think, be a useful training, especially for junior officers. In the same way literate constables and head constables might be employed for a time as copyists and assistant readers, respectively, as a portion of their training for the post of station writer. We think that the incumbents of these posts should be constantly changed, and would recommend that a period be fixed limiting the time for which members of the force should be employed on office duties. It is, we consider, essential that the men of the force should not be kept so long employed on clerical work as to unfit them, or lead them to acquire a distaste for their regular duties.

141. The remainder of the staff in District Superintendent's offices should, we think, be clerks pure and simple as in all other offices.

142. Under present rules the districts are divided into four classes, and the office establishment attached to each is—

				1st class.	2nd class.	3rd class.	4th class.
English office	{	Head clerk ...	...	1	1	1	1
		Assistants ...	...	2	2	1	1
Accounts	{	Accountant and treasurer...	...	1	1	1	1
		Assistant ...	...	1	1	1	...
Record office	{	Record-keeper...	...	1	1	1	1
		Assistant record-keeper ...	...	1	1	...	...
Vernacular office	{	Reader ...	...	1	1	1	1
		Assistant reader ...	...	1	1	1	1
		Copyists ...	...	5	4	2	2
		Statistical clerk ...	...	1	1	1	1
		Despatcher ...	...	1	1	1	1
		Daftri ...	...	1	1	1	1

We would dispense with the second assistant English clerk and the assistant record-keeper in first and second class offices, and grade the remainder of the office establishment as follows :—

					First class.	Second class.	Third class.	Fourth class.
					Rs.	Rs.	Rs.	Rs.
English office	...	{	Head clerk...	...	60	50	50	40
			Assistant	...	30	25	25	20
Accounts	...	{	Accountant and treasurer	...	40	30	30	30
			Assistant	...	15	15	15	...
Record office	...	{	Record-keeper	...	20	20	20	20
			Statistical clerk	...	25	25	20	20
			Despatcher	...	7	7	7	7
			Daftri	...	7	7	7	7
Total					204	179	174	144

All District Superintendents' offices should then belong to one Provincial establishment, and the office hands should look for their promotion in their own particular line: their final goal being the Inspector-General's office.

143. Classifying the districts as under—

First class.	Second class.	Third class.	Fourth class.
Meerut. Agra. Cawnpore. Allahabad. Lucknow. Gorakhpur.	Aligarh. Moradabad. Bareilly. Benares. Ghāzipur. Fyzabad. Jhānsi. Bānda. Azamgarh. Sahāranpur.	Fatehgarh. Mirzapur. Bulandshahr. Mainpuri. Etāwah. Etah. Budaun. Shāhjahanpur. Jaunpur. Basti. Sitapur. Hardoi. Gonda. Rae Bareli. Muttra.	Muzaffarnagar. Bara Banki. Bahraich. Sultanpur. Jalaun. Dehra Dūn. Bijnor. Pilibhūt. Fatehpur. Hamirpur. Ballia. Partabgarh. Unao. Kheri.
6	10	15	14

the result would be a total expenditure of Rs. 7,640 per mensem, or Rs. 91,680 per annum.

	Rs.
Adding 45 investigating officers as readers at Rs. 30 per mensem ...	1,350
45 head constables as assistant readers at an average of Rs. 15 per mensem ...	675
And 128 constables as copyists at an average of Rs. 7-8-0 per mensem ...	960
Total ...	2,985

the resultant cost of the proposed office establishment would be Rs. 10,625, the present cost being Rs. 10,600 per mensem.

144. Practically there is no difference in cost between the two establishments, and the increase in efficiency will, we venture to think, be considerable.

Creation of adequate reserves.

145. The method in which the Committee has calculated the number of investigating officers and subordinate staff required at stations and outposts has been explained in the Secretary's note, Appendix IX (see paragraphs 135 to 138 of this report). The results show that an increase of 106 investigating officers is required to make up the minimum strength necessary to carry on the work, while the subordinate staff

The creation of adequate reserves both of officers and men.

might be reduced by 948 men. It would at first sight be supposed that this estimate would allow of a reduction in the numerical strength of the constabulary to the above-noted amount. But in dealing with this subject two points must be borne in mind. The first is that the staff of investigating officers admittedly requires strengthening. So much so, that it has been found impossible to act on the principle laid down by the Police Commission of 1863 (and in which this Committee entirely concurs), that station writers "should never be absent from their stations," and "should not be allowed to take up any case or carry on investigations." (Paragraphs 19 and 65 of Police Committee's report of 1863.) It is a notorious fact that in all large stations manned on the present scale the station writer is employed on investigations just as much as any member of the investigating staff. The second point is that, under the present system, the places of officers or men absent from stations are never filled up. It is universally acknowledged that the duties of a station officer absent on leave are taken up by the next senior officer at the station, and that unless stations are depleted to such an extent that the work cannot be carried on, the vacancies caused by constables being absent are never filled up.

146. This system is, we consider, radically unsound. With regard to officers the present reserves are represented by 12 Sub-Inspectors and 149 head constables, the majority of whom are as a rule employed on miscellaneous duties, and cannot be spared to take the places of men on leave. It is bad enough that nearly one-third of the police-stations should be actually in charge of head constables drawing from Rs. 10 to Rs. 20 per mensem; but that there should be no officers of even this standing to act for absentees is simply deplorable. Moreover, if the Committee's scheme of dividing the force is adopted, it will no longer be possible to place writers, who would belong to the subordinate grade, in charge of stations. For these reasons and also for special emergencies and detective work (as described in paragraph 70) a reserve is, we consider, absolutely necessary. We have fixed the amount at 20 per cent. on the minimum staff required to carry on the fixed duties. The present rules permit 11 per cent. of the force to be absent on leave (5 per cent. privilege leave, Circular No. 14, dated 12th May 1883 and 6 per cent. furlough and sick leave, Circular No. 68, dated 24th December 1877), and to provide for emergencies, such as strengthening the investigating staff in any district on particular occasions, special inquiries, and for the period to be passed in training, at least 9 per cent. more will be required.

147. The same principle applies to the subordinate staff, and we have therefore considered it necessary to estimate for a similar reserve of 20 per cent. both in the head constable and constable grades. No increase in the total strength of either grade will, however, be required as the deficiency can be met by the transfer to the reserves of the excess staff now allocated at stations.

148. This proposed transfer to the reserves will answer several purposes: it will enable District Superintendents to give their men a better training; it will allow of stations being reinforced on sudden emergencies: it will render it possible to transfer men from unhealthy stations when necessary: and above all it will put a stop to the present wasteful system under which, except during the leave season, some 10 per cent. of the subordinate staff now posted to stations is lying idle. It must, however, be distinctly understood that the staff allocated to the different duties as laid down in the proposed scheme is in our opinion the minimum number which should actually, and at all times, be present on duty, and that unless this staff is maintained at its full amount the work cannot be carried on.

149. We would also note that the principle of adequate reserves has been recognized in the Panjáb where, under the sanction of the Government of India, the proportion has been fixed at 20 per cent. for officers and 30 per cent. for men. We do not think, therefore, that our estimate of 20 per cent. in all grades can be considered excessive.

Minor alterations in the constitution of the force.

150. The only other alterations in the constitution of the force which we would suggest are—

- (1) the substitution of regular police for the present *barkandás* guards supplied to Magistrates and Commissioners; and
- (2) the addition to the investigating staff of a few officers as assistants to the Court Inspectors.

151. The former is merely a return to the system in force 30 years ago under which personal guards were supplied to all Commissioners, Magistrates, and Deputy Commissioners, from the regular police. These police guards were subsequently replaced by *barkandás* guards probably with a view to effecting a saving in expenditure. But the cost has continued to be debited to the Police Department, and 59 such guards are now supplied (52 to Magistrates and Commissioners, six to Judges and Civil Courts, and one to the Bábugarh Dépôt) at an annual cost to the Department of Rs. 13,764, for these it is proposed to substitute 56 police guards (45 for Magistrates of districts excluding the Taráí, three for the Joint-Magistrates in charge of the Lalitpur, Kasia, and Karwi Sub-Divisions, and eight for Commissioners), one head constable on Rs. 10, and three constables on Rs. 6 being allowed for each guard, the cost will be Rs. 1,568 monthly, or Rs. 18,816 annually, being an increase in expenditure of Rs. 5,052 per annum. These guards could, however, be utilized by Magistrates and Commissioners when on tour, as well as at headquarters, and the extra expenditure would thus become an actual saving as separate police guards from the reserve have now to be furnished to all Magistrates and Commissioners while on tour. Moreover, we consider it absolutely necessary to proper administration that it should be possible to change the *personnel* of these guards from time to time and this cannot be done under the present system.

152. The small addition to the staff of officers under the title of Assistant Court Inspectors has been proposed with a view, *firstly*, to strengthen the prosecuting agency in Magistrates' Courts by providing an additional officer capable of taking the place of the Court Inspector during Sessions or of conducting prosecutions under his direction in heavily-worked districts; and, *secondly*, to provide a school for the training of officers for the post of Court Inspector, so as to have a small reserve of officers fit to fill these posts as vacancies occur: for these purposes we have allowed for an extra Sub-Inspector in each Sessions Division as Assistant Court Inspector. The necessity for this provision is so obvious that no arguments in support of it appear necessary.

SECTION II.

QUALIFICATIONS AND METHODS OF RECRUITMENT.

Principle of recruitment. 153. Accepting the principle of separate enlistment for officers and men, it follows that in future the force must be recruited in three sections:—

- (1) *Gazetted officers*.—From Assistant District Superintendents upwards.
- (2) *Investigating, prosecuting, and subordinate supervising staff*.—Comprising the grades of Sub-Inspectors and Inspectors.
- (3) *The subordinate staff*.—Including constables and head constables of all grades.

Reserve Inspectors and European Sergeants.

154. The only exception we would make to this rule is in the case of Reserve Inspectors and European Sergeants. We are strongly of opinion that appoint-

ments to these classes should remain as at present under the exclusive control of the Inspector-General. It has been laid down, and the order is still in force, that "the Reserve Inspector shall invariably be a European." This rule has of late years been infringed, and we strongly urge on Government the necessity for taking this opportunity of reaffirming it.

155. The position of Reserve Inspectors is one of great trust and responsibility. These officers stand, as pointed out by Mr. Hoskins, with reference to District Superintendents in the position of the Adjutant to the Colonel of a Regiment. Their influence as regards recruiting is practically unlimited, and, we are assured by many experienced officers, is often exercised in a manner eminently prejudicial to the interests of the force. The qualifications required for the discharge of the duties of Reserve Inspector are a fair elementary English education, some experience of the country, a knowledge of the vernacular, acquaintance with drill, energy, activity, and above all probity. Numbers of men combining all these qualifications can, we are convinced, be found among the pensioned non-commissioned officers of the British army. To this class we think preference should be given in making appointments to the posts both of Sergeant and Reserve Inspector. If these views are accepted, it is obvious that appointments to these posts cannot be made from the ranks of the Sub-Inspectors or Circle or Court Inspectors who are, and should be, almost all natives of the country. The only suggestion we would make regarding appointments to these posts is that all candidates should undergo a period of probation for a year. The principle of a probationary period is already applied to appointments to the gazetted grades; and, as will be seen hereafter, we propose to apply it to all ranks of the force.

156. The points we have now to consider are (1) the qualifications, educational and otherwise, which should be required of candidates for enlistment in the various branches of the force; and (2) the method which is best calculated to ensure the enlistment of the best men of the class required for each section.

SUB-SECTION I.—*Gazetted Officers.*

157. Though the question of qualifications and recruitment for the gazetted grades of the force has not been submitted to us for opinion, we may be pardoned for saying a few words on a subject which is, we consider, of the first importance. It has been urged on us by witness after witness that we cannot hope to improve the police unless we begin at the top. Half the malpractices complained of have been attributed to lax supervision, want of experience, and other failings on the part of District Superintendents. We are told that District Superintendents are either boys or old men, and that to their want of energy is due the corruption which is rampant in the force. Perhaps the strongest views on this subject are those expressed by Colonel Fendall Currie, Commissioner of Sitapur (see pages 75—78, Volume of Evidence) His panacea for all defects in police administration is: to get the best obtainable material for District Superintendents of Police. The questions are—what is the best material, and how can it be obtained?

POINT (1).—*Qualifications.*

158. With regard to the first of these questions we cannot do better than quote the Madras rule regarding the nature of the qualifications required of candidates for appointment to the superior grades of the police. It runs thus:—

"The candidate should be a gentleman, so that he can associate on terms of equality with the superior officers of the district. He must have had a sound English education, must be of good physique and of active habits, must produce from a Medical Officer a health certificate of fitness for the arduous duties of a Police Officer, and must be able to ride."

This definition appears to us to be complete in all essential points. The principle that a Police Officer should be a gentleman cannot, we think, be too strongly insisted on, not only for the reason given in the above-quoted rule, but also because of the immense importance attached to social position by the natives of this country, which renders it absolutely essential that Police Officers should rank socially on an equality with the highest grades of officers in the service of Government. The same principle underlies our proposals for the recruitment of investigating officers. The higher the grade to be dealt with, the more necessity is there, we hold, for the observance of this rule. We would also submit that the necessary physical qualifications should be more rigidly insisted on. We have noticed several cases of Police Officers whose physique appeared anything but equal to the strain of the arduous duties they are called on to discharge.

POINT (2).—*Method of recruitment.*

159. On the second point, as to the best method of obtaining officers with the required qualifications, we have had a variety of suggestions. Putting aside for the present the question of the pay and prospects which should be offered, the following methods of recruitment have been suggested :—

- (1) That District Superintendents should be recruited from the army by appointment of selected military officers either permanently or for a term of years.
- (2) That young Civilians should be placed in charge of police districts for a time, say between their fourth and tenth years of service.
- (3) That the police should be made an Imperial service and the officers recruited either (a) by open competition in England or (b) by offering the appointments to men who have just failed to pass the open competition for the Indian Civil Service, Woolwich or Sandhurst; or (c) by allowing men who have passed the open competition for Sandhurst to volunteer for the Indian Police.
- (4) That an Indian Sandhurst, after the model of the Roorkee College, should be established, and that both the superior ranks of the police and the grades of non-commissioned officers in the Native Army should be recruited from Natives or Europeans by open competition in this country.
- (5) That recruitments should be made by a system of nomination combined with limited competition, such as is now in force in the Opium, Finance, and Secretariat Departments.
- (6) That all gazetted officers should be appointed by promotion from the grade of Inspector.

160. With regard to the first of these suggestions, we do not believe the introduction of the military element therein advocated is absolutely essential to the well-being of the Department; but considering the high terms of praise in which the services of the Military Officers, from time to time attached to the force, have been spoken of both by native witnesses and Government officials alike, a leaven of such material might be desirable, provided suitable candidates were obtainable. We are, however, of opinion that Military Officers should, if selected for police employment, be drafted into the force permanently. The system of attaching Military Officers to the Department for a term of years would seem to be prejudicial to the interests either of the army or the police, according to the length of term fixed. If short, the police would lose the officer just as he was beginning to be of use; if long, by the time the candidate reverted to military employ he would have lost touch with the army. We would also add that, should the adoption of this suggestion be considered desirable, measures should be taken so to fix the number of appointments reserved for the military as not unduly to injure the prospects of the men now in the lower gazetted grades of the force or who may hereafter enter as Assistant

District Superintendents. This will be necessary as suitable recruits from among Military Officers will not be obtainable as Assistant District Superintendents unless the pay of that grade is raised.

161. The second suggestion, though warmly advocated by many of the native witnesses, appears to us impracticable both on the score of expense and of the dislocation it would cause in the existing arrangements for the recruitment of the Civil Service.

162. The scheme of an Indian Sandhurst with competition for appointment open to all classes is a dream of the future, and one which for the present at any rate cannot be presented in any practical shape.

163. As regards promotion from the lower grades, we are very strongly of opinion that this plan should be very sparingly resorted to. While recognizing the fact that occasional promotions from the rank of Inspector to the grade of Assistant District Superintendent may be not only advisable, but even desirable, we consider that such promotion should be given only in very exceptional cases. Indeed, any other view would clash with the opinion we have already expressed on the subject of the social standing of gazetted officers.

164. The third and fifth methods are those which appear to us most desirable, and of these we are unanimous in giving the preference to the third. We should like, if possible, to see the Indian Police made an Imperial Service and recruited by open competition in England from the same classes from among whom the officers of the Indian Civil Service and the British and native armies are selected. This system of recruitment would practically meet the views of those who advocate placing young Civilians in temporary charge of districts. We are aware that this suggestion does not meet the objection that experience of natives is a necessary qualification for a Police Officer. At the same time to prescribe experience of native character as a qualification for first appointment would be equivalent to saying that the police should be officered entirely by natives or Europeans born in the country. This we look upon as, for obvious reasons, out of the question: indeed most of the best informed native witnesses say plainly that for some time at least the gazetted officers of the Police Department must be Europeans. In this view, whatever system of recruitment be adopted, the officers must suffer from want of experience on first appointment. The only way to meet this difficulty is, as has already been suggested, to increase the number of Assistants in order to give newly-appointed officers time, while passing through the lower grades, to acquire the experience necessary to fit them for the charge of districts.

165. If the system of open competition be not considered feasible, we would suggest that passed candidates in the army competitions be allowed to volunteer for the Department.

166. Failing some radical change of the sort proposed, we are very strongly of opinion that the present nomination system should be supplemented by limited competition. Nomination pure and simple does not, we think, necessarily ensure the appointment of the best men available of the class from which Assistant District Superintendents are at present drawn, while it is open to this further objection that the lists of registered candidates are liable to become so congested that numbers of young men remain hanging about waiting for appointments which never come. It seems to us that while the system of nomination can only ensure the appointment of candidates socially and physically qualified, the addition of limited competition would at least favour the selection of the nominee with the best educational qualifications, and would at all events clear the list of candidates and put a limit to hopes deferred. We may mention that this system is already in force in the Panjáb [see notification, Panjáb Government (Police) No. 1323 of 6th May 1887] and also in Bengal (see paragraph 2, Rules relating to the appointment of European Officers to the superior grades of the Police Department).

167. We have made these suggestions in the hope of attracting the attention of the authorities to what we consider one of the chief defects in the present police system in these Provinces. In dealing with the question of the pay, position, and prospects of the gazetted officers, we advocate a considerable increase in the attractions to be offered, and we consider that the terms of admission might at the same time well be made more stringent than they now are.

POINT (3).—*Further training.*

168. Another point which has also not been referred to us, is that of the further training of gazetted officers after admission to the force. So far as the subjects which are prescribed the departmental examination is, we consider, a sufficient test for admission; but we would venture to suggest that it should be conducted by a separate and trained body of examiners. There is, however, one point to which we think it our duty to draw special attention. We allude to the complete immunity from all further tests which a Police Officer enjoys when once he has passed his examination for entrance into the Department. In the army an officer, though he has had to pass through Sandhurst or Woolwich, a much severer test than the departmental examination for entering the police, has still to undergo an examination in the practical work of his profession before he can obtain promotion. In the Indian Civil Service, too, a candidate, after passing the competitive examination as well as several severe pass examinations in England, has still to undergo a departmental test in this country before he is considered eligible for promotion. In the police, however, a departmental examination is without any further test, considered sufficient to qualify a candidate to undertake a charge as onerous and responsible as that of a Colonel of a regiment. We feel very strongly that Assistant District Superintendents should, after confirmation in the force, at least be required to give some further proof of their knowledge of the language and their practical acquaintance with police work, before being held eligible to take charge of districts. We think if some rules of this kind were introduced, many complaints of incapacity now made regarding Police Officers would cease. It would further supply the inducement which is now wanting for a young Police Officer to work at, and keep up his knowledge of his profession in the earlier years of the career; in the same way as our proposal to fill the posts of Deputy Inspectors-General entirely by selection is calculated to spur officers on to continued exertions throughout their service. Under the present system junior officers become slack because they know they must get districts unless their work is absolutely bad; senior officers become disheartened seeing that good work brings them no reward. A system which fosters these feelings must be defective.

SUB-SECTION II.—*Investigating prosecuting and subordinate supervising staff.*

Investigating, prosecuting, and subordinate supervising staff.

169. The next great section of the force for which separate recruitment is advocated consists of two classes—

- (1) Sub-Inspectors, including investigating officers, Assistant Court Inspectors, and officers in charge of stations;
- (2) Inspectors divided into circle or visiting and Court Inspectors.

POINT (1).—*Qualifications required of the investigating staff.*

Qualifications.

170. The qualifications required of these officers have been discussed in the replies to questions, 5, 6, and 18, Part I of the Committee's questions.

171. The evidence discloses a very general feeling in favour of raising the maximum age for enlistment of officers to 25 years as in other Departments of Government service. As regards physical qualifications the general opinion seems to be that the Civil Surgeon's certificate of bodily health, absence of physical defects, and fitness for out-door employment should be sufficient, and that so far as the officers of the civil police are

concerned, the present standards of height and chest measurements might be considerably relaxed, if not altogether done away with. The only objection urged to this proposal is that a commanding presence is necessary to make a good officer. In the Armed Branch this is undoubtedly the case, and for the subordinate civil staff present standards should be maintained; but for detective and prosecuting officers no fixed standard of height or chest measurement should, we think, be prescribed. We would at the same time insist on a very careful medical examination, and before an officer is confirmed in his appointment, would require a certificate of his having passed an examination in riding and physical exercises. We are also strongly in favour of raising the maximum age of enlistment for officers to 25 years under the same conditions as are in force in other Departments. We think that by this step a better class of recruit—both as regards constitution, physique, character, and education—would be obtainable.

172. On the subject of educational qualifications the opinions both of native witnesses and officials vary considerably. Many are in favour of the introduction of some recognized educational test, such as the middle class examination or even higher, as a necessary qualification for admission. By far the greater number are, however, of opinion that a good ordinary education, such as is indicated by facility in reading and writing Urdu, would be sufficient to insist on, though all agree that physical qualifications, social standing, and position being equal, the candidate who possesses the superior educational qualifications should have the preference. The views of the native witnesses seem to have been swayed a good deal by personal predilections and bringing up. Educational tests are most insisted on by the English-speaking witnesses, and those who have themselves passed such tests. Men of the old school, on the other hand, lay more stress upon social position, and do not consider that a superior education is necessary for a Police Officer. Some even consider it a positive disqualification. Out of 42 officers who have given opinions on this subject only 13 are in favour of the adoption of any recognized educational test, and out of these only two are Police Officers. Many experienced officers write very strongly on the inadvisability of laying down any hard-and-fast rule of educational qualifications. In this connection Mr. Crooke, Magistrate of Mirzapur, says:—

“ I would certainly *not* recommend the introduction of anything like the middle class examination as a qualification. It has been one of the grand mistakes of our administration to enforce it as regards civil appointments. It has bred up a horde of hungry disreputable *umedwars* who are simply a pest to the country. For nominated Sub-Inspectors and Inspectors we might, I think, aim at a knowledge of English sufficient to carry on confidential correspondence in English with the District Superintendent of Police and Magistrate. This would be, I think, an advantage. For Sub-Inspectors and investigating head constables it would, I think, be sufficient if they satisfied the District Superintendent of Police and Magistrate by production of school or examination certificates, &c., that they had a good working knowledge of Urdu. I would also encourage a knowledge of Hindi and Mahājani which are often useful in investigations and in districts here there are criminal or other tribes with a special *patois* or argot. I would encourage the acquisition of a knowledge of it for purposes of detection.”

Colonel Quin, Deputy Commissioner, Partābgarh, considers that—

“ If entrance or middle class examination is prescribed, the number of candidates combining the educational tests with the necessary physical qualifications would be *nil*.”

Mr. White, Magistrate of Benares—

“ Would prescribe no educational tests ”

but considers that—

“ *Ceteris paribus* the man with such should have the preference, especially in the higher ranks.”

Mr. Hamblin, Officiating Magistrate of Cawnpore's remarks on this subject may also be quoted. He writes:—

“ I would not recommend any but the most elementary educational tests; for the adoption of any particular examination, success in which is a preliminary to appointment, would result at the present day in many suitable men being disqualified and appointments restricted to those

who had received education in schools conducted on modern principles. The requirements of an investigating officer are brains; and though the passing of a particular examination may be considered as a sign that the candidate has accumulated a certain amount of knowledge, it by no means shows that he has the intelligence required for a Police Officer. The only test I would impose is that no one should be appointed who could not read and write. As I would recommend that all direct appointments should be for the first year on probation there would be no risk of any person being confirmed in his rank who was disqualified by lack of brains. Brains, not educational qualifications, are the requirements, and the great mistake should not be made of requiring the latter and forgetting that it is really the former which are wanted."

Of these opinions we would express our unanimous and unqualified approval. The rule we would lay down is that, though having passed an educational test should be in a candidate's favour when selection is being made, it should not be insisted on as an indispensable qualification.

173. Another point in the selection of officers on which great stress is laid by almost every witness is that of social standing and position. The general public especially are absolutely unanimous in considering that if any improvement is to be made in the investigating staff, care must be taken in nominating as candidates only men of good social standing. The majority consider this qualification more essential even than a good education. The reason for this opinion is obvious. According to the constitution of native society, it is absolutely impossible for an officer of inferior social standing to exact obedience from a subordinate of higher caste than himself. A *Sheikh* or *Pathán* will not take orders from a *Juláha*. Neither will a *Rájput* or *Brahman* obey a *Chamár* or *Gudarya*. Much of the disorganization in the police is traceable to this source. Still more is the distaste for service in the Department attributable to the same cause. A man of respectable family and position will not enter a force in which he is likely to find himself placed under the command of an officer whom he considers utterly beneath him, nor yet will he when placed in such a position carry out the orders of his social inferior. In the native army this condition of affairs is fully recognized, and a private of lower caste than his comrades, however smart he may be, will never rise above a non-commissioned officer. Though the same conditions hold in the police the question of caste and social standing is seldom if ever considered in making promotions. We have had many instances given us of the fatal effects of this want of judgment. One Police Officer tells us he found a *Gudarya* Sub-Inspector standing in an attitude of supplication before a "Brahman" constable who was lolling on his cot. Another witness speaks of a *Chamár* Sub-Inspector who was assaulted by a *Rájput* constable for daring to reprimand him: while a Magistrate mentions the case of a *Darzi* in charge of a police-station who, though a man of undoubted ability, had no influence whatever in his circle solely on account of his caste. This state of affairs is deplorable enough in the armed police, but in the Civil Branch it is still worse. Not only has a station or investigating officer of inferior caste no influence with his men, but his low social standing places him at a distinct disadvantage in his dealings with the general public. The respectable zamíndárs and residents of his circle refuse to treat him as a social equal, and thus, discountenanced by all who could give him real assistance, it is almost impossible for him to carry on his duties efficiently. We are further assured, and we believe with truth, that the mischief does not end here, but that low caste officers while always meeting with passive opposition, are much more likely to be actively obstructed in the discharge of their duties, than officers of higher social standing. In fact some of the witnesses assert that most of the cases of obstruction of the police are traceable directly to the low caste of the officers employed. In this section as in the gazetted grades, we look upon social standing as one of the most essential qualifications for a Police Officer.

Summary of qualifications considered necessary for admission into the investigating staff,

174. To sum up, we would lay down the qualifications which should in our opinion be required of candidates for the post of investigating officer as—

first, Personal character and physique.—In the latter we would insist on a medical certificate of fitness, but would lay down no rigid standard of height or chest measurement ;

second, Social standing.—The candidate should be of respectable family and position. Recruits of low caste should on no account be admitted to this grade ;

third, Education.—No recognized educational test should be made an indispensable qualification : but candidates holding educational certificates, especially those showing a knowledge of English, should *cæteris paribus* be given the preference ;

fourth, Age.—Eighteen to twenty-five years, or in the case of promotions from the subordinate grades (see paragraph 198) up to 30 years. Above these ages only with special sanction.

POINT (2).—*Further qualifications required in Circle and Court Inspectors.*

Further qualifications to be required of Circle and Court Inspectors. 175. With reference to Inspectors the majority of the witnesses are of opinion that in addition to the above qualifications these officers should also possess—

(1) a knowledge of English ; and

(2) a certain amount of legal training.

Both of these are, we think, indispensable for Court Inspectors, especially in large heavily-worked districts, where there is a strong English-speaking bar. In the case of Circle Inspectors these acquirements, though not in all cases essential, should be as far as possible sought for and encouraged. We propose that all Circle and Court Inspectors should go through a period of service as investigating officer at a police-station. We look upon the experience so gained as most valuable, and, that they may have that experience, it forms part of our scheme that Inspectors should not be appointed direct, but should rise from the Sub-Inspector grade. We would make English a *sine quâ non* for Court Inspectors, and by every possible means encourage the study in the other grades. This may be difficult at the outset, and for a time it may be necessary to relax the rules ; but we are convinced that before long as many English-speaking candidates as may be required will come forward. As regards law, we propose that Circle Inspectors should pass a further examination in that subject before obtaining their promotion, and that candidates for the Court Inspector Branch should pass the pleaders' examination in criminal law. This point will be again alluded to under the head of "further training."

POINT (3).—*Organisation of the prosecuting agency in Magistrates' Courts.*

Reasons for maintaining the existing prosecuting agency in Magistrates' Courts. 176. We may here note briefly our reasons for considering that the present system of Court Inspectors should be maintained, though the appointment of pleaders to conduct Government prosecutions in Magistrates' Court is supported by a fairly strong body of evidence. This point was alluded to in paragraph 11 of the Government of India letter No. 377, dated 19th May 1890, and has formed the subject of our question No. 17, Part I. The bulk of evidence elicited is in favour of the retention of Court Inspectors with the assistance of pleaders in special cases. This is the present system. The advocates of the pleader advance four objections to the employment of Court Inspectors. The *first* is that they are an inefficient body of men. This, we think, is easily remedied by prescribing increased educational qualifications for admission into this branch of the force. The *second* is that the pay is not sufficient to attract qualified recruits. This objection our proposals, if sanctioned, will rectify. The *third* is that being members of the police force, and subordinate to the officers of that Department, they are obliged to support police action in every

case, and to make every exertion to secure convictions whether cases be true or false. We consider this objection fallacious. It appears to us to be the bounden duty of a prosecutor to place before the Court in the clearest manner possible all the points of the case for the prosecution. It is not, we hold, his business to suggest pleas or in any way to assist the accused in his defence. That it is the duty of the Crown Prosecutor to contend for abstract justice, and therefore to place both sides of a case before the Court may be all very well in theory ; but it is a theory which not one Government Prosecutor out of a thousand, be they Court Inspectors or Pleaders, would ever carry into practice. We attach, therefore, no weight to this argument.

177. The last objection raised is that, owing to the immense power, in the shape of the whole police organization, at their back, Court Inspectors are able to paralyze all efforts of accused persons to prove their innocence, and thus cause the innocent to suffer unjustly. This grievance we look upon as more imaginary than real. We consider it most desirable that the prosecuting agency, whatever it may be, should bring every legitimate influence to bear to secure the public interests, which hang on the conviction of persons who are really guilty of offences against the law. There is nothing to show that anything more than this has been done, though the appearance of the Court Inspector as prosecutor, in uniform, may suggest to the mind of the ignorant accused that he has undue influence, and that escape is therefore impossible. To remove any impression of this sort we would suggest that Court Inspectors, when employed in their capacity of prosecutors, should not be obliged to appear in uniform.

178. On the other hand the arguments we would advance in favour of the retention of the Court Inspector as the prosecuting agency are—

- (1) the Court-Inspector has many other duties to perform in connection with the Courts besides prosecuting, and whatever agency may be employed for this particular branch of the work, the services of the Court-Inspector can in no case be dispensed with ;
- (2) the best and most successful pleaders at the local bar would not as a rule accept the post of Government Prosecutor in the Magistrate's Court. To induce them to do so the Government would have to become as good a paymaster as the accused, and the expense would be out of all proportion to the benefit likely to accrue ;
- (3) a bad pleader would be even worse than a bad Court Inspector. He would be under less control, and would not have the same inducements to interest him in his work, besides having local interests and being mixed up with local intrigues ;
- (4) if a local pleader were engaged on a fixed salary as Government Prosecutor for the Magistrate's Courts and interdicted from private practice, he would be to all intents and purposes a Court Inspector under another name with the disadvantage of not being available for other duties and of not being in touch with the police, the real prosecuting agency ; and
- (5) if, on the other hand, a pleader were entertained in each case, it would be necessary to employ an official, call him Court Inspector or by any other name, to instruct counsel ; as the brief consisting of the police diaries, being a confidential document, would not be open to the pleader's inspection.

For these reasons we consider that while the present system must be maintained, the emoluments of the post must also be increased in order to attract candidates possessing the necessary qualifications.

179. We are also of opinion that the Court Inspector's staff should be strengthened by the deputation in each district of a literate head constable from the Reserves to keep up the registers and look after the málkhána under the Court Inspector's instructions, and by the addition in each Sessions Division of a Sub-Inspector as Assistant Court Inspector to help in conducting prosecutions and either to instruct the District Government Pleader in Sessions cases or to conduct the prosecutions in Magistrates' Courts, while the Court Inspector is employed in the Sessions. These last will be in training and will form the reserve from which the vacancies among the Court Inspectors will be filled.

180. It has been suggested that Court Inspectors should be allowed to conduct prosecutions in the Sessions as well as the Magistrates' Courts. The arguments in support of this proposal are (1) that the Court Inspectors having had charge of the cases in the Courts of first instance are in a better position to prosecute in the Sessions, than are the District Government Pleaders, who as a rule know nothing of their brief; and (2) that the procedure is wasteful, which necessitates the employment in one case of both an expensive pleader and a highly paid police official; either of whom should be, if certain conditions were complied with, qualified to undertake the case singly. At the same time it is objected that the prosecution of important cases in the Sessions, defended as they often are by Barristers and pleaders of repute, requires more knowledge of law than is usually possessed by a Court Inspector. The existing prosecuting agency in the Sessions Court is, we know, anything but efficient, and we are also aware that Government has under its consideration the question of improving the status of the public prosecutors in those Courts, and if this is done there would be no object in making a change which, as we are aware, would be distasteful to many Sessions Courts. It is not within our province to suggest any measures in this direction, but as results of prosecutions in Sessions cases have a considerable bearing on police administration, we would venture to say that we trust no financial considerations will be allowed to stand in the way of so necessary a step.

181. In connection with the proposal to appoint Assistant Court Inspectors in Sessions Divisions, we would point out that the step will necessitate an alteration in G. O. No. ¹³⁰⁰ VI-395, dated 11th January 1887, under which no Police Officer below the rank of Inspector can be allowed to conduct prosecutions in Magistrates' Courts. In the Panjáb all Court Inspectors are appointed from the Deputy Inspector, equivalent to our Sub-Inspector, grade, while in Bengal we are told even head constables are allowed to prosecute. Though we do not think it would be advisable to go so low in the scale as head constable, we are most decidedly of opinion that permission to prosecute should be extended to Sub-Inspectors. Unless this is granted there will be no means of training officers to fill vacancies in the ranks of the Court Inspectors.

POINT (4).—*Method of recruitment.*

182. Having set forth our proposals regarding the qualifications we consider necessary in candidates for the investigating staff, we may now proceed to consider the best means of procuring such candidates. The question of direct appointments to the officer grades and the selection of candidates for these grades has been discussed in the replies to questions 1, 2, and 3, Part I. The unanimous verdict on the subject of the selection of candidates is that it should be left in the hands of the District authorities (the Magistrate and District Superintendent).

183. In order to educate the candidates so appointed we propose to establish a training school. This school should be established in some central position, such, for instance, as Lucknow. The nominees entered in the school should be instructed and examined in law, police duties, and other necessary subjects. After passing out of the training school they should be drafted to districts where they would remain under training in practical duties for a further period of one year on probation before being finally confirmed. The details of the proposed scheme of recruitment of which the above is a slight sketch are as follows.

184. Having calculated the number of vacancies likely to occur annually in the officer grades of the force, we would assign to each district a certain number of nominations in accordance with its size from a police point of view. We would lay down that these nominations should be made in the first instance by the Magistrate of the District and the District Superintendent in concert with due regard to the prescribed qualifications, and that, should they disagree, the opinions of both officers should be recorded. In making nominations special favour should, we think, be shown to the sons or near relations of men who themselves have done good service to the State—a class which, as Mr. Crooks notes, is apt to be little regarded once its direct connection with the Government is severed.

185. The nomination list thus framed should then be submitted to the Commissioner, who should be required to personally interview the nominees and record his opinion regarding their qualifications. We would give the Commissioner no power of nomination, but would vest him with authority to refuse to forward the name of any nominee.

186. The divisional lists should be forwarded by Commissioners to the Inspector-General of Police, to whom also we would give no power of nomination, but who should be the final sanctioning authority, selecting from the lists of candidates in the same manner as the Board of Revenue selects from the list of nominees for Tahsildarships.

187. Further, in order that this system of nomination may not bar the promotion of qualified candidates serving in the subordinate grades, we would give nominating officers full power to make any or all of the nominations assigned to them from among the members of the subordinate staff should suitable men be available. In the case of such nominations, while the other qualifications should be the same as for outsiders, we think that, for the present at least, no limit of age can be fixed. We are given to understand that of late years many recruits of a superior class have been enlisted on promises of speedy promotion to the upper grades. These promises should, we think, be respected; but as soon as this class has been disposed of, and the scheme is in full working order, we would fix the limit of age, above which no member of the subordinate staff should be nominated for the training school, at 30 years.

188. We propose that approved nominees should be required to pass such an examination for entrance into the school as will leave no doubt that they have received a fairly liberal education.

189. The course of training in the school should comprise—

- (1) *Law*—Including Penal and Criminal Procedure Codes, Law of Evidence, Police duties, Writing diaries, &c.
- (2) *Drill*—Including riding and physical exercises.
- (3) *Surveying*—To the extent necessary for the drawing of sketch plans.
- (4) *Hindi*—So as to be able to read with fair facility in that character.

We would also encourage the study of English in every way possible.

190. We propose that half-yearly examinations in the subjects above indicated be held at the school, that all candidates qualifying by a certain standard be passed out in order of seniority, and drafted to districts as vacancies occur there, to undergo a period of probation for one year, and at the expiry of that period, if favourably reported on by the District authorities, to be confirmed in their appointments.

Staff required for training school.

191. We calculate that the staff required for school of this kind would be—

one European Sergeant for drill, discipline, and general superintendence, on Rs. 100 per mensem, with quarters;

one Sub-Inspector or Native Assistant, on Rs. 50 per mensem, from the reserve;

one Law Instructor, on Rs. 150 per mensem, equivalent to an Inspector, 3rd grade (new scheme);

one teacher of Hindi and Surveying, on Rs. 30 per mensem, of the kanúngo class: total Rs. 280 per mensem.

We would give an allowance of Rs. 100 per mensem to the District Superintendent of the district in which the school is located, and put him in supervising charge. We would also allow subsistence allowance to the cadets at the rate of Rs. 10 per mensem each.

192. At these rates, and allowing for 100 cadets per annum, which with the slower promotion caused by appointing young men instead of men who have worked their way up through the ranks to the officer grade will, we believe, be a sufficient allowance the total cost of the school would, we estimate, be Rs. 16,560 annually.

193. This scheme was drafted in rough as far back as November last, and has since been submitted for opinions to a large number of experienced officers and others well qualified to judge of its merits. Two main objections have been taken to it: (1) that joint nomination by District Superintendent of Police and Magistrate will not work; (2) that, as is the case with the present system of appointing Tahsildárs, officers will care little how they select their nominees because they are never likely to have to work with their own selections. As to the first objections candidates will come from (a) the Police, (b) the general public. In practice the District Superintendent of Police will select from (a) and the Magistrate from (b). Even if they do disagree sometimes as to nominees, the record of the grounds of dissent will be a valuable guide to the Commissioner in deciding as to the fitness of the nomination. With regard to the second objection, we think the extent to which careless nomination of Tahsildárs have been made has been much exaggerated. Moreover, in the one year's probation which such officer has to go through after he joins a district we have provided a safeguard against the acceptance of inferior candidates, which does not exist in the system now in force for recruiting Tahsildárs. It is not, we think, advisable that candidates should be sent to work in the district from which they obtained their nomination. In the first place they will very probably be residents of that district. In the second place their qualifications are likely to be judged with more impartiality by District Officers other than those who nominated them.

POINT (5).—*Further training.*

194. With regard to the question of further training, we are not in favour of periodical examinations of officers; but we consider that investigating officers should be required to pass a qualifying examination in criminal and police law before being

Further training for appointment to Circle Inspectorships.

permanently promoted to the post of Circle Inspector. At present officers are not allowed to go up for this qualifying examination till they have been appointed Inspectors, and a period is given them within which they must pass or revert to their Sub-Inspectorships. We would recommend the alteration of this system by making it a rule that no Sub-Inspector, who had not passed the qualifying examination for an Inspectorship, should be entitled even to officiate as an Inspector for a longer period than three months, and by allowing Sub-Inspectors of the 1st and 2nd grades to present themselves for examination.

195. For the prosecuting staff some regular legal training is, we consider, necessary, and in this view we are supported by the majority of the witnesses examined, most of whom are in favour of prescribing the pleaders' examination in criminal law. We have discussed the subject with Mr. Justice Straight, who assures us that he sees no difficulty in Sub-Inspectors being allowed to attend the pleaders' examination. They would not of course obtain certificates enabling them to practise as pleaders, but merely to show that they had passed the criminal portion of the pleaders' examination. Under the High Court rules it is necessary for any candidate presenting himself for the pleaders' examination to possess a knowledge of English. The course we propose for adoption is that all English-speaking candidates, who pass through the training school and are confirmed as Sub-Inspectors, should be noted in the list as having the preliminary qualification for admission to the prosecuting staff. These men, with the sanction of the District Superintendent, should be permitted, if they so desire, to present themselves for the pleaders' examination, and on their passing the qualifying test should be noted as qualified to become Court Inspectors. From this class the prosecuting staff, both Assistant Court Inspectors and Court Inspectors, would be drawn. Under these rules it would, we are prepared to admit, be difficult at the outset to secure duly qualified officers for this branch, but we think much might be done in the way of inducing English-speaking Sub-Inspectors now in the force to pass the necessary test with a view to being drafted into the ranks of the prosecuting staff as vacancies occur. It will be seen that we propose to offer more attractions in point of pay and prospects, to this branch of the force than to either the Circle or Reserve Inspectors. This we consider necessary both because of their onerous and responsible duties as well as on account of the superior qualifications required of them.

SUB-SECTION III.—*Subordinate staff.*

196. The subordinate staff of the civil police consists of two grades—constables and head constables. These are divided again into two classes—literate and illiterate.

POINT (1).—*Qualifications.*

197. For admission to either class a medical certificate of bodily health and fitness for out-door employment is required, and certain standards of height and chest measurement have been prescribed. In these qualifications we would for the present make no change, more especially as recruits, owing to low rates of pay and various other circumstances, are not now very readily procurable. Should recruiting become in future easy enough to admit of it, we would suggest that the present standards of height and chest measurement be, if possible, somewhat raised. In this section of the force we look upon the possession of these qualifications as most essential.

198. The limit of age for admission to this branch is according to present rules from 18 to 22 years. This also we would leave unchanged except in the case of enlistments from the municipal police. These we would allow as rewards for good service up to the age of 30. But in no other case should the age limit be exceeded without the sanction required under existing rules.

199. Educational qualifications must of course remain as now prescribed. Educational qualifica- We notice, however, the very small proportion (only 15 per cent.) of literate constables now in the force. We think the recruitment of a larger number of this class should be aimed at as in future the vast majority, if not all the head constables in this branch, will have to be literate.

POINT (2).—*Caste restrictions.*

200. The class of recruits required and the method of enlistment best suited for this branch of the force are treated of in the replies to Caste restrictions. question 4, Part I. On the evidence before us we would recommend the adoption of the following rules with regard to caste recruiting :—

(1) That members of criminal tribes and wandering gangs should be altogether excluded from the force.

(2) That enlistment from the following castes should be, as far as possible, avoided :—

Among Hindus.—Chamárs, Koris, Bhangís, Pásís, Khatíks and such other castes with whom association is among the Hindus considered a degradation.

Among Muhammadans.—Kanjras, Kasáis, Dhunias, Juláhas, and low caste city Muhammadans generally.

(3) That as far as practicable recruits should be sought among the following classes :—

Hindus.—Rájputs, Játs, Ahírs, Sikhs, Gurkhas, and other hill-men and Brahmans.

Muhammadans.—Sheikhs, Saiyids, Patháns, Panjábi Muhammadans, and Afghans.

201. With respects to the proportion of castes in the force it has been urged by many that so far as the main divisions (Hindus and Muhammadans) are concerned, the proportion of each should be the same, so far as possible, as in the population. On this point we would not lay down any hard-and-fast rule. At present the proportion of Muhammadans, 50 per cent. among officers and 36·3 per cent. among men, appears somewhat high. More especially as we are given to understand that many of the Muhammadans now in the force come from the lower classes whose enlistment should, as far as possible, be put a stop to. We think that ordinarily Muhammadans should not be allowed to absorb more than one-third of the appointments either among officers or men.

202. The only other caste, recruitment from which should, more especially in the civil branch, be restricted, is the Brahman. Members of this caste are said in many cases to do excellent work in the armed force; but to be often very mischievous as civil policemen. These facts seem to have been already recognized, as under existing rules it is laid down that for the armed branch not more than 10 per cent. and for the civil not more than 5 per cent., Brahmans should be enlisted. This rule has, however, been disregarded and the present proportion 18·6 per cent. of this caste appears excessive.

POINT (3).—*Method of recruitment.*

203. On the subject of recruiting we would express our entire approval of the instructions recently issued by the Inspector-General of Police as contained in Circular No. 8, dated 3rd July 1890.

204. Two practical points in those orders are the enlistment of villagers as distinguished from town-bred recruits, and the establishment of recruiting centres. Both these have our entire concurrence. To the list of recruiting centres given in

the circular we would add Gorakhpur as a place where Ahírs and Gurkhas and other hill-men are likely to be obtainable. There would then be 10 recruiting centres (as shown in the margin) for the Provinces.

Allahabad, Agra, Cawnpore, Meerut, Bareilly, Benares, Lucknow, Jhánsi, Fyzabad, and Gorakhpur.

205. *Recruiting centres.*—It is a very general complaint that the difficulty of procuring recruits for the lower grades of the force is considerably enhanced by the present system of recruiting for the force as a whole. Men are now liable to be stationed anywhere in the Provinces. A recruit from Benares may be sent to Saháranpur or *vice versa*. Temporary moves in special cases on occasions of fairs or such like are not complained of, but permanent transfers to districts far away from recruits' homes entail so many extra expenses that the order is not unfrequently met by immediate resignation. The pay of a constable is barely sufficient for him to live and support his family at or near home. If transferred to a distance, he cannot take his family with him, as the cost is prohibitive, and he cannot spare sufficient from his scanty emoluments to keep up a separate establishment. Personally he is sent to his new station at the public expense; but when there it is impossible for him to get away on leave by reason of the expense. In short, he cannot, under the circumstances, live on his pay, and he must either resign the pittance he earns or supplement it by illegal methods. So well is this recognised that transfers are not seldom resorted to as a means of getting rid of troublesome characters. An order of this kind is looked upon as a sure method of forcing a resignation. The establishment of recruiting centres might, we think, be made a means of overcoming this difficulty. We are of opinion that recruiting would be greatly facilitated, and that a better class of recruits would be obtained if the men were required to serve in the districts forming part of the circle in which they were enlisted and were not ordinarily liable to transfer beyond the limits of that circle. We can see no objection to this proposal, as most of the circles are large enough to allow of the majority of the recruits being posted to districts other than those in which their homes are situate. Should this not be the case, as perhaps in the Cawnpore circle, it would always be possible to join two neighbouring circles, such for instance as Cawnpore and Allahabad, and form them into one recruiting division with two centres. The point we wish to bring prominently to notice is the great advantage which we think would accrue by limiting the area within which men in the subordinate grades are required to serve. We would not extend this rule to officers, nor do we wish to tie the hands of the departmental authorities by laying down any definite limits, though the recruiting centres would obviously be the points on which the whole system would turn. The District Superintendents in charge of recruiting centres should be carefully selected with special reference to their fitness for this duty. Except Fyzabad and Gorakhpur, all the centres selected are also troop headquarters for the mounted branch, and this affords an additional reason for placing these districts in charge of specially selected District Superintendents.

206. Another suggestion on this subject is that literate constables should be recruited direct into the 2nd grade, while illiterate should be admitted only in the 3rd grade. We do not, however, see our way to recommending the adoption of this proposal.

Proposal to recruit literate constables on higher pay than illiterate.

We consider that all constables should be enlisted in the same grade, otherwise the really deserving illiterate constables would have their promotion constantly blocked by the enlistment of literate constables in a higher grade. Up to the 2nd grade certainly, if not higher, both classes should have the same chance.

207. The question of separate recruitment for the armed and civil branches is dealt with in the replies by District Officers and District Superintendents to question 1, Part II of the Committee's questions. While some few officers are in favour of separate recruitment for the two branches, practically all agree that the recruits should be

Separate recruitment for armed and civil police.

trained together for one year from date of enlistment. If the training is to be joint, there would seem no necessity for recruiting separately. Our opinion is that all recruits should, as at present, be enlisted for one force; that they should be trained together for a period, if possible, of one year; and that they should then be drafted to the branch for which they seem best fitted, and sent to districts.

208. Up to three years' service from date of enlistment we would allow District Superintendents to transfer from one branch to the other. After that period, we think, transfers should be made only on very special grounds, and with the sanction of the Deputy Inspector-General in charge of the armed branch.

Transfers from armed to civil branch and *vice versa*.

209. All recruits should, we think, be considered on probation for two years from date of enlistment; of this period one year should, if possible, be spent under training in the recruiting centres or district reserve, and the remainder on regular duty.

Period of probation.

POINT (1).—*Further training.*

210. On the subject of subsequent training, we consider that all men drafted into the civil police should be brought into the reserve for training in drill for a period of at least one month in every two years during the first 10 years of their service; the District Superintendent having discretion to increase this period in individual cases if necessary. We would also lay down that every constable in the civil branch should go through at least one course of musketry during the period spent by him as a recruit in the reserve, and that his subsequent training should also include some instruction in musketry so that he may not entirely forget the use of his weapon. The armed branch should of course always be kept up to the highest point of efficiency possible, both as regards drill, musketry, and general military training.

Subsequent training.

SECTION III.

PAY, POSITION, AND PROSPECTS.

211. The next question to be treated is, under what conditions as to pay, position, and prospects, candidates possessed of the qualifications which have been considered essential for admission to the various ranks of the force can be obtained? In dealing with this subject we find it most convenient to retain the same sequence as in the other sections of this chapter.

Pay, position, and prospects.

SUB-SECTION I.—*Gazetted officers.*

212. To commence with the grade of gazetted officers, our proposals are contained under heads 1, 2, and 3, Appendix VIII.

Gazetted officers.

213. The first of these refers to Deputy and Assistant Inspectors-General—the latter we propose to abolish altogether, substituting two Deputy Inspectors-General. We would fix their pay at two on Rs. 1,500 and two on Rs. 1,200 per mensem. These rates of pay are the same as those in force for the Deputy Inspector-General grade not only in these Provinces, but also in the Panjáb and the Bengal Presidency. If our reasons already stated in paragraphs 118 and 119 for making this change in the constitution of the force are accepted, further comment on the proposed rates of pay appears unnecessary.

Pay of Deputy Inspectors-General.

214. These appointments we consider the prizes of the service. We hold that in the gazetted ranks of the District Superintendents all promotions should be by seniority, except in the case of proved inefficiency. At the same time we are very strongly of opinion that promotion to the post of Deputy Inspector-General should be

Promotion to the post of Deputy Inspector-General to be regulated entirely by selection.

regulated entirely by selection from among the Superintendents in the senior grades on account of proved fitness or special qualifications. We would have it distinctly understood by all officers, and to this point we attach the very greatest importance, that no District Superintendent should have any claim as of right to rise above the highest grade in that rank. In the Lower Provinces this rule has been extended still further, and it is there a recognized feature of the police system that promotions to the 1st and 2nd grades of District Superintendents as well as to the post of Deputy Inspector-General are made entirely by selection. So far as this we are not prepared to go, as we consider any system of promotion by selection in a graded rank to be, except in the case of proved unfitness, distinctly illogical. The duties and position of a Deputy Inspector-General are, however, so widely different from those of a District Superintendent, and it is so obviously advisable that the best men available should be selected to fill these posts that we have no hesitation in pressing for the adoption of this rule with regard to these appointments. We consider that the hope of gaining one of these prizes would do much to keep District Superintendents up to the mark, and we are convinced that the rule if properly worked would give general satisfaction to the service.

215. Our proposals regarding the pay and grading of District Superintendents amount simply to a return to the state of affairs existing prior to the reductions made in 1878-79. Our reasons for making this proposal are: *firstly*, that the present sanctioned scale is very much below that of any other province in the country; and *secondly*, because we do not consider that the reductions made in 1878 were from an administrative point of view, either justifiable or advisable.

216. On the first point the following table will show the relative pay of Police Officers in the five Provinces:—

			District Superintendent of Police on Rs. 1,000.	District Superintendent of Police on Rs. 800.	District Superintendent of Police on Rs. 700.	District Superintendent of Police on Rs. 600.	District Superintendent of Police on Rs. 500.	District Superintendent of Police on Rs. 400.	Total number.	Total pay.	Average pay.
										Rs.	Rs. a. p.
Madras	...	...	2	5	7	10	...	...	24	16,900	704 2 0
Bombay	...	...	8	5	7	4	6	...	25	17,300	692 0 0
Bengal	...	...	7	7	11	11	12	...	49	33,400	685 6 8
Panjáb	...	...	4	6	1	12	11	...	34	22,200	652 15 0
North-Western Provinces, present sanctioned scale.	...	...	...	4	10	10	10	13	47	26,400	561 11 3
North-Western Provinces, present actuals.	...	...	4	8	11	10	10	5	48	31,100	648 0 0
North-Western Provinces, proposed scale.	...	...	4	7	12	13	13	...	49	32,300	659 2 4

Deducting the two extra District Superintendents provided for, our proposals give practically the same results as the present actuals, and they place the District Superintendents in these Provinces on an equality with those of the Panjáb, though still considerably below the average of other Provinces.

217. On the second point we observe that, in the North-Western Provinces Government Resolution No. 1669, dated 13th November 1879, announcing the revision of the graded establishment of superior officers in the police force of the North-Western Provinces and Oudh, the reasons for the reduction in the salaries of District Superintendents and Assistant District Superintendents are stated to be:—

- (1) The change in the composition of the force: due "to appointments of Military Officers having been discontinued, and to the decision to recruit

Police Officers from the same classes as supply the other branches of the uncovenanted service, such as Deputy Collectors and Subordinate Judges, whose duties are at least as onerous and responsible as those of a District Superintendent of Police."

(2) The altered position of District Superintendents: "the position of a District Superintendent of Police being no longer what was contemplated under Act V of 1861, it having been decided that the Superintendent is merely the Magistrate's Assistant in the Police Department."

(3) The necessity for economy in expenditure.

218. With regard to the first of these reasons, we would point out that the change indicated has never been carried out. The superior officers of the police have not hitherto been ordinarily recruited from the same class as supply Deputy Collectors and Subordinate Judges; whose duties, we would submit, are neither as onerous nor as responsible as those of District Superintendents. We venture to think, too, that this change never can be effected if men of the stamp suitable for the discharge of the duties of District Superintendents are to be enlisted. The decision to discontinue the recruitment of Military Officers did not, we presume, mean that men of the same stamp were not required, but rather that, in the altered conditions of the country, the same military training was not considered necessary for Police Officers. Moreover the comparison made in the Inspector-General of Police's No. 1232, dated 15th February 1879, between the pay of a District Superintendent of Police and that of a Captain in the Staff Corps was, we think, hardly applicable. The average forces under the command of a District Superintendent number some 500 regular police and 2,500 chaukidárs, in all about 3,000 men, while a regiment of Native Infantry does not usually exceed one thousand, and a Wing Commander's charge is ordinarily not more than 500 men. At the same time the average pay of a Police Superintendent was, under the scale fixed in 1878, Rs. 561, while that of a Wing Commander in the Native Army was Rs. 704 per mensem. In this view the average pay now proposed, Rs. 659, is not, we submit, too high.

219. The second reason given for these reductions is hardly, we submit, tenable, as the District Superintendent was from the time the force was first organized under the general control of the Magistrate. The subsequent orders alluded to only laid down the way in which the Magistrate was to exercise this control. They made, and were intended to make, no alteration in the position of the District Superintendent. Now, too, that the tendency of our proposals is all towards increasing the power of these officers, and it has been ruled that they are to have practically independent charge of the Armed Branch, the reason for placing them on reduced salaries is all the more unsustainable.

220. We would further note that the rates of pay fixed in 1878-79 were much the same as those which were in force prior to 1863, *viz.*, Rs. 400 rising to Rs. 800. These salaries were raised by the Committee of 1863 to Rs. 500, rising to Rs. 1,000. The reasons given for raising the minimum pay was that "a salary of Rs. 400 was insufficient to enable an officer to support himself in the position due to him as departmental head of the police in the district." (Paragraph 77, Report of Police Committee of 1863.) If this was true in 1863, and we have the opinion of a Committee of experienced officers, backed by the sanction of the Government of the day, that it was; surely it was not less true in 1878, and is still more true now, when the cost of living is at least 50 per cent. above what it was in 1863. We are unanimous in thinking that the lowest pay of a District Superintendent should not be less than Rs. 500, and we have the support of the Supreme Government [see paragraph 4, clause 2, Home Department (Police) No. 377, dated 17th May 1890], in our opinion that the old grade of Rs. 1,000, which exists in other Provinces,

should be restored to the North-Western Provinces and Oudh Police. We consider that the lower rate of pay would not continue to attract the class of men required, and that to use the words of the Government, North-Western Provinces (paragraph 9, No. ²³²¹
II-352A.-40, dated 31st May 1889) "the introduction of a lower rate of salary in the controlling staff of the police is inconsistent with the endeavours which are being made to improve the administration."

221. As regards Assistant District Superintendents, we have already (see paragraph 121) stated the grounds of our proposal to increase the number in this grade from 12 to 20. We are also of opinion that the salaries of these officers, which now stand at Rs. 250 and Rs. 300, should be raised to Rs. 300 and Rs. 350. The higher of these rates is the same as that assigned to Assistant District Superintendents by the Commission of 1863 (see paragraph 82 of their report). Our reasons for making this proposal are—*firstly*, that we consider gazetted officers should not draw less than the salary of the highest grade of Inspector, and this under our proposed scheme will, with allowances, reach Rs. 300 per mensem; *secondly*, that if Rs. 350 was, and it was clearly considered to be, a fair salary on admission to the force more than a quarter of a century ago, Rs. 300 can hardly be considered excessive now; *thirdly*, that the present rates are very much below those now drawn by the same class of officers both in Bengal and the Panjáb, where the salaries run as high as Rs. 400 and Rs. 450 respectively; and *fourthly*, that with the increased numbers, Assistant Superintendents will remain much longer than they have hitherto done in these grades. The inadequacy of the salaries of these officers has been very strongly commented on by His Honor the Lieutenant-Governor in paragraph 23 of his Minute of 7th October 1889, and has also been noticed by the Supreme Government in paragraph 4, clause 2 of their letter No. 377, dated 17th May 1890 (see collection file). That the smallness of these emoluments has not been more felt hitherto has been due to the very rapid promotion which has of late years fallen to the lot of the junior members of the service. This has been already alluded to (paragraph 31), and had there been any chance of promotion continuing at the same pace we should hardly have recommended these increased rates. We foresee, however, that before long the present rate of promotion will perceptibly diminish.

222. The prospects of Police Officers are at present practically bounded by the post of Deputy Inspector-General, and these posts being only four in number comparatively few officers can rise to this position. The work of a Police Officer is of a most exhausting character both mentally and physically. To be done well it requires both energy and hopefulness. After many years of the weariness of police diaries, men are apt to get slack and lose interest in their work. For these as well as for officers who may be unable, through no fault of their own, to reach the position of Deputy Inspector-General some further opening is, we think, necessary. We would therefore suggest that prospects might be held out to District Superintendents of approved merit and ability of obtaining appointments as Cantonment Magistrates, City Magistrates, or to other suitable Judicial or Magisterial posts in the Provincial Service; or even as in Bengal to the charge of jails. This proposal would also have the advantage of improving the prospects of the junior officers of the force by accelerating promotion.

SUB-SECTION II.—*Inspectors.*

223. As regards Inspectors, we consider that the substantive pay of this class of officers, Reserve, Circle, and Court Inspectors, should be the same as that now fixed for Tahsildárs of the 2nd, 3rd, and 4th grades. The initial pay of Rs. 100 now in force is, we consider, too low to attract the class of men required, more especially as, under the proposals contained in the preceding paragraphs, the senior Sub-Inspectors, from whom Circle and probably

Court Inspectors will be selected, would be already in receipt of that sum. We propose to class all Inspectors in three grades with substantive salaries of Rs. 150, Rs. 175, and Rs. 200 per mensem.

224. In the case of Reserve Inspectors we propose to retain the present special allowances of Rs. 25 and Rs. 50 per mensem, thus placing them on an exact level with Tahsildárs.

225. To Circle Inspectors we would extend the system of special allowances already in force with regard to Reserve Inspectors. By this means Circle Inspectors would also, like Tahsildárs, draw up to Rs. 250 per mensem. We have provided in our scheme Rs. 300 per mensem for these allowances, being four at Rs. 50 and four at Rs. 25 per mensem.

226. In both these cases the special allowance system seems to us preferable to the creation of a separate grade on Rs. 250 per mensem.

227. In the same way we propose to grade Court Inspectors with the other classes of Inspectors, and to give them in addition to the substantive pay of their rank district allowances calculated on the size and importance of the district in which they are employed. The following table shows the distribution of districts with the Court Inspectors' allowance proposed in each :—

5 at Rs. 100.	10 at Rs. 75.	15 at Rs. 50.	15 at Rs. 25.
Agra. Cawnpore. Allahabad. Benares. Lucknow.	Meerut. Etah. Moradabad. Budaun. Bareilly. Ghāzipur. Gorakhpur. Jaunpur. Fyzabad. Jhānsi.	Dehra Dūn. Sahāranpur. Aligarh. Muttra. Farrukhabad. Mainpuri. Etāwah. Shāhjahānpur. Azamgarh. Mirzapur. Basti. Bara Banki. Sitapur. Hardoi. Rae Bareilly.	Bulandshahr. Bijnor. Muzaffarnagar. Pilibhit. Fatehpur. Bānda. Hamīrpur. Ballia. Jalaun. Unao. Kheri. Bahraich. Gonda. Sultanpur. Partabgarh.

The pay of this class of Inspectors will thus run from Rs. 175 to Rs. 300, the minimum being Rs. 25 and the maximum Rs. 50 above that obtainable by Circle or Reserve Inspectors. This difference is, we consider, not more than is required with reference to the onerous and responsible duties and the higher educational qualifications demanded of this class of officers.

228. As in pay so also in position, we would raise Inspectors to the level of Tahsildárs. The present rule is that Inspectors should rank with, but below, Tahsildárs drawing the same pay. We would suggest that in future Police Inspectors should rank with Tahsildárs drawing the same pay, according to length of service in the grade.

229. In prospects also we think Police Inspectors should be placed on the same footing as Tahsildárs. At present, owing to the small salaries attached to the lower grades of Inspectorships, and the better prospects enjoyed by Tahsildárs, it is a common complaint that all the best Police Inspectors are taken away by District Officers and nominated for Tahsildárships. As under our proposed scheme the pay and allowances of both appointments would be equal, we would suggest that the practice of transferring Inspectors to Tahsildárships should be entirely put a stop to. At the same time we would recommend that some prospects of promotion to the ranks of the Provincial Service be held out both to Circle and Court Inspectors. We are aware that this proposal is in some quarters regarded with disfavour, the reasons advanced being (1) that the

qualities which make a good Police Inspector do not ordinarily make a good Deputy Collector, though they might make a good Deputy Magistrate; and (2) that throwing open the Provincial Service would spread discontent with their own service in the ranks of the police, the officers of which would always be looking for promotion into another line. The second argument is no doubt true under existing conditions; but the reason lies in the present poor pay and prospects of Police Inspectors, who are always striving to obtain a footing in the revenue branch of the service. With regard to the first objection, we would point out, that some deserving Inspectors have already been appointed to the post of Deputy Magistrate and Collector, and we are not aware that such appointments have been found unsatisfactory. With the increased educational qualifications which it is proposed in future to require of both Circle and Court Inspectors we are in hopes that these officers may be found still more fitted to discharge the duties required of members of the Provincial Service. The same conditions apply to Inspectors, especially Circle Inspectors, as to District Superintendents. Cases will occur in which special services or exceptional merit deserve special recognition: others again of Inspectors of long and meritorious service, the decline in whose physical energies has rendered them unfitted for the active duties required of Police Officers, while with mental capacities still unimpaired they are quite competent both by experience and training to discharge the more sedentary duties of the Bench. To meet these cases we think some means should be afforded. For these reasons we would propose that occasional promotions of Inspectors to the ranks of the Provincial Service should be made on the special recommendation of the Inspector-General of Police in the same way as Tahsildars are promoted to Deputy Collectorships on the nomination of Commissioners of Divisions. By this plan the selection of candidates for promotion would remain in the hands of the Departmental authorities, and the complaints so often made by Police Officers that good Inspectors are taken away from the Department by District Officers and Commissioners will be rendered impossible.

230. We would confine this opening to the ranks of the Circle and Court Inspectors, and would recommend that the outlet for deserving Reserve Inspectors should, as already indicated, be in the direction of the gazetted grades of the force.

SUB-SECTION III.—*Investigating officers.*

231. The evidence on the subject of the pay of investigating officers is contained in the replies to question 8, Part I. It will be seen that the general opinion of all classes is that no officer on a salary of less than Rs. 30 should be entrusted with the duty of making an original investigation.

232. The present grading of the police into Sub-Inspectors (on Rs. 70, Rs. 50, and Rs. 30), and head constables (on Rs. 25, Rs. 20, Rs. 15, and Rs. 10) gives no information as to what is the lowest pay of an investigating officer, and as a matter of fact there is no lowest pay recognized: the actual condition of affairs may, however, be

	Rs.	No.	
Sub-Inspector on ...	70	104	worked out approximately as follows: The 861 police-stations of these Provinces are in charge of officers of the grades noted in the margin, 387 or 45 per cent. are in charge of head constables and 252 or 29 per cent. of officers drawing Rs. 20 or less. The number of head
Ditto ...	50	217	
Ditto ...	30	153	
Head constables on ...	25	135	
Ditto ...	20	166	
Ditto ...	15	76	
Ditto ...	10	10	
Total ...		861	

constables in the force is—

	Rs.	No.
1st grade on ...	25	236
2nd ditto ...	20	419
3rd ditto ...	15	703
4th ditto ...	10	1,337
Total ...		2,695

Deducting the numbers we know to be in charge of stations, the balance available for other duties is—

						No.
1st grade	...	...	...	...	...	101
2nd do.	...	...	...	...	...	253
3rd do.	...	...	...	...	...	627
4th do.	...	...	...	...	...	1,327
Total						2,308

There are now employed at stations 1,992 head constables, of these 387 are in charge of stations and 861 are station-writers who, it is presumed, are not entrusted with inquiry duties. There remain 744 who must be employed on investigations. Assuming that no head constables drawing more than Rs. 10 are employed on any other duties, these 744 would comprise 101 on Rs. 25, 253 on Rs. 20, and 390 on Rs. 15, so that taking things at their best at least 25 to 30 per cent. of the present investigating staff must be drawing Rs. 15 and under. As a matter of fact the proportion of investigating officers, excluding writers, drawing these low salaries must be nearer 40 than 30 per cent.

233. When the powers, duties, and position of an investigating officer are considered; the almost unlimited power he possesses of inflicting at least temporary imprisonment; the vast importance of his report in determining the acquittal or conviction of an accused person; the necessity he is under of keeping a pony, of providing for his family residing often in a distant district, of keeping up an appearance suitable to such a position of authority as places him upon an equality with the wealthiest zamindár of his circle, it will seem incredible that such a man can live upon a salary of Rs. 10 to Rs. 15, or will forego the easy means at his command of improving it.

234. It is no doubt true that mere improvement of the pay of the existing staff will not make honest men who have been for years in the habit of corruptly helping themselves. But it is an admitted principle of administration, and has been found in practice to be the only true preventive of corruption, that the legal emoluments of Government officials should be reasonably commensurate with the social position in which they move, and with the responsibilities imposed upon them. In this view we consider that the salary proposed for the lowest grade of investigating officers, *viz.*, Rs. 30 per mensem, is by no means excessive. A Naib Tahsildár whose position is no higher and whose powers and responsibilities are infinitely less than those of an investigating officer, draws Rs. 50 rising to Rs. 100. While there is hardly a kanúngo who draws less than Rs. 25, and many get as much as Rs. 40 and Rs. 45 per mensem. We propose, therefore, that the pay of the investigating staff should commence at Rs. 30, and would maintain the existing grades Rs. 30, Rs. 50, and Rs. 70, putting 1,400 on the Rs. 30, 400 on the Rs. 50, and 200 on the Rs. 70 grades. So far there has been no increase in the actual pay, the cost to Government lying in the increased numbers of the investigating staff.

235. *Station allowances.*—The improvement we propose to make in the pay of investigating officers is in the addition of allowances for officers in charge of stations.

236. We would divide stations into four classes, 1st, 2nd, 3rd, and city stations. To these we would assign allowances at Rs. 10, Rs. 15, Rs. 20, and Rs. 30 a month respectively. A distribution by districts according to the relative size and importance of stations is given in Appendix 5(A). Practically, where only one investigating officer was required, the station allowance would be at the lowest rate, Rs. 10; at stations requiring two investigating officers the allowance would

be Rs. 15. If three or four were necessary, Rs. 20; and if more than four, Rs. 30. This scheme provides that no officer in charge of a station should draw less than Rs. 40 per mensem, while the maximum, which can be reached by senior officers in charge of a few of the most important city stations, is Rs. 100. We consider these salaries by no means too high for the work to be done, the position to be kept up, and the responsibilities to be incurred. Lower rates of pay would not, we think, suffice to attract the stamp of men required.

237. We are very strongly impressed with the advantages of this system of station allowances as a means of increasing the pay of the investigating staff. It is a system which is, we think, eminently calculated to give elasticity to the administration. Advantages of the proposed system of station allowances. It will furnish a ready and always present incentive to good work, as the District authorities will have it in their power to place a smart officer of the lowest grade in charge of a station carrying the highest allowance. It will also provide an easy means of rewarding good work and advancing good officers without resort to the invidious method of supersession or reduction in grade. Moreover, under the proposed system of separate recruitment of officers by nomination through a training school it will be necessary to keep all investigating officers on a provincial roll. This course, though in many ways excellent, has one serious disadvantage, that it reduces all officers to a dead level as regards promotion. The system of station allowances obviates this difficulty at once by giving District Officers a means of recognizing special merit and exceptional services in individuals, without in any way interfering with the grade promotion of officers who, though perhaps no less deserving, may have had no opportunity of distinguishing themselves.

238. The only way of showing the working of this proposal as it affects the pay of officers is by assuming that station charges are distributed according to seniority. Under these circumstances the pay of the investigating staff would be as shown in the following table:— Station allowances as affecting pay of station officers.

Grade pay.		Station allowances.			Total pay and allowances.		
No.	Pay.	No.	Allowances.		No.	Pay and allowances.	Total.
	Rs.		Rs.	Rs.		Rs.	Rs.
200	70 {	11		30	11	70 + 30	100
		135		20	135	70 + 20	90
		54	{ 360	{ 15	54	70 + 15	85
400	50 {	306		{ 15	306	50 + 15	65
		94	{ 355	{ 10	94	50 + 10	60
1,400	30 {	261		{ 10	261	30 + 10	40
		1139	...		1,139	30	30

239. Taking into consideration the very large increase in expenditure involved in these proposals, we have pitched the scale of salaries as low as we think consistent with the ends we have in view. Our proposals, though calculated differently, work out much the same as the scale suggested by the Government of India in paragraph 4, clause (4) of their No. 377, dated 17th May 1890. The rates are considerably below those mentioned in paragraph 22 of Sir Auckland Colvin's Minute of 7th October 1889. We would record our unanimous and deliberate opinion that the scale of pay here set forth is the lowest on which we can hope to attract the class of officer required. Any reduction in the proposed pay and allowances of this class will seriously endanger the success of our scheme.

SUB-SECTION IV. — *Sub-Inspectors of Armed Police.*

240. As shown under head 11 in Appendix VIII, we propose to increase the number of Sub-Inspectors in the Armed Police from 59 to 92, making a corresponding decrease in the number of head constables. This change is designed to allow an average of two Sub-Inspectors in each district. In the smaller districts only one will be necessary, but in larger districts two, and in recruiting centres and where there are Central Jails three or even more will be required. As regards their substantive pay, we have retained the same grading as in the Civil Police. This arrangement is necessary to allow of transfers from one branch of the force to the other should occasion arise, and the same principle has been followed in all grades.

241. The only real change in the pay of these officers is contained in the proposal to grant a special allowance of Rs. 30 per mensem to the Sub-Inspector in charge of each of the recruiting centres. These officers will have most onerous and important duties to perform. It is absolutely essential that the best and smartest men should be selected, and as the officers of this branch have no further promotion to look forward to, we would strongly recommend the adoption of this proposal.

SUB-SECTION V.—*Subordinate staff, Civil and Armed Police.*

242. The changes we propose to make in the grading, pay, and allowances of the subordinate staff of the Civil and Armed Police are shown under heads 6, 7, and 11, Appendix VIII; they are five in number :—

1st.—The abolition of the Rs. 25 grade of head constable both in the Civil and Armed Branches ;

2ndly.— The re-arrangements of the three remaining grades of head constables ;

3rdly.—The reduction of the numbers both of civil and armed constables in the Rs. 6 grade, with a corresponding increase in the upper grades on Rs. 7 and Rs. 8 ;

4thly.—The abolition of all clothing charges both for constables and head constables ; and

5thly.—The grant of good conduct allowances to constables.

243. The first of these changes we have considered necessary mainly on financial grounds. Having separated the inferior and superior grades, and having allowed an opening for promotion from the subordinate service should suitable men be available, there is, we think, no necessity for raising the pay of head constables, who will under our scheme be employed on more or less routine duties, to a higher figure than Rs. 20 per mensem. We therefore propose to reduce the number of grades in this class from four to three, fixing the pay at Rs. 20, Rs. 15, and Rs. 10.

Re-arrangement of numbers in grades of head constables.

244. At the same time we would increase the number in the higher paid grades so as to secure a steady flow of promotion.

245. With regard to the pay of constables the weight of evidence is very strongly in favour of the entire abolition of the Rs. 6 grade. The arguments most commonly used to support this proposal are (1) that the increase in the price of food grains has rendered it well nigh impossible to live on this salary ; (2) that this pay is hardly equal to the market rate for unskilled labour ; and (3) that the pay being lower than that offered on admission to the native army it is impossible to get good recruits for the

police. Many witnesses also point to the Panjáb, and argue that if the lowest pay is Rs. 7 there, it should be the same in these Provinces. This last argument appears to us fallacious. The hardy races of the Panjáb are in much greater demand for the army and for the armed police in the comparatively unsettled portions of the country, such as Burma, than the less warlike castes of these Provinces. If they choose to go further afield they can always command even higher pay than that offered them in the police of their own Provinces. Here, on the other hand, the demand made by the army recruiter was never so great as in the Western Province; and owing to the disbanding of several Hindustáni regiments is likely to be still less in future. The two Provinces cannot, we think, in this respect be compared. The arguments based on the rise in prices and the market value of unskilled labour are, however, practically unanswerable. There is no doubt that Rs. 6 net is the lowest pay on which suitable recruits can be obtained. The present rate is not Rs. 6 but Rs. 5-12-0, as every constable has to suffer a deduction of four annas per mensem on account of clothing. We propose that all deductions on account of clothing from the pay of both constables and head constables should be done away with. If this is done we think the Rs. 6 grade might be retained. Even then we would greatly diminish the numbers in this grade and increase those in the Rs. 7 and Rs. 8 grades, our object being to retain the lowest grade practically as a recruit grade, and so arrange the numbers that constables should, under ordinary circumstances, pass through this grade within four years of their enlistment. The present figures show the number of constables under five years' service to be 6,863 in the Civil and Armed Branches, together. We therefore propose to fix the number in the lowest grade at 6,000; re-arranging the number in each grade as follows:—

Grade.					Civil.	Armed.	Total.
Rs. 6	...	...	...	...	4,000	2,000	6,000
„ 7	...	...	...	...	7,250	3,000	10,250
„ 8	...	...	...	...	2,598	1,417	4,015
Total					13,848	6,417	20,265

The bulk of the constabulary will then be on the Rs. 7 grade, while the retention of the recruit grade effects a saving of nearly three-fourths of a lakh in the cost of the proposal.

246. In connection with the pay of the constabulary a proposal has been laid before us that the system of good conduct stripes and allowances now in force in the Panjáb should be introduced into these Provinces. This system provides for the grant of good conduct allowances to constables, chiefly of the illiterate class, at the rate of Re. 1 and Rs. 2 per mensem for meritorious services rendered, and the display of conspicuous detective ability. A budget allotment for these allowances is made in each district. Good conduct stripes are given for special services in the shape either of pluck or detective ability. The first stripe carries with it no extra allowance, two stripes give Re. 1 and three stripes Rs. 2 extra pay. The stripes can be taken away for acts of misconduct, and with their withdrawal the good conduct allowances also cease.

247. We would very strongly urge the introduction of this system into these Provinces. As a means of rewarding good work done by illiterate constables in the Civil Branch some such system is, we consider, a practical necessity. Holding these views we would recommend the allotment of a budget grant of Rs. 12,000 per annum for the Provinces for this purpose, this sum would allow of good conduct allowances at the rate of Re. 1 per mensem being given to 5 per cent. of the constabulary. Less than this would be of little use.

SECTION IV.

FINANCIAL RESULTS.

248. The financial results of the Committee's proposals are as shown in Appendix VIII.

Financial results.

They are briefly as follows :—

			<i>Increase.</i>	<i>Decrease.</i>
			Rs.	Rs.
<i>Supervising and prosecuting staff—</i>				
1. Deputy Inspectors-General	...	...	16,800	...
2. District Superintendents	...	...	15,600	...
3. Assistant District Superintendents	...	...	38,400	...
4. Inspectors	...	...	44,700	...
Total, increase	...	...	1,15,500	...
<i>CIVIL BRANCH—</i>				
<i>Investigating and subordinate staff—</i>				
5. Sub-Inspectors	...	...	6,72,600	...
6. Head constables	...	...	...	1,51,096
7. Constables	...	...	1,60,716	...
Total	...	...	8,33,316	1,51,096
Net increase	...	...	6,82,220	...
<i>Miscellaneous—</i>				
8. Personal guards	...	...	...	13,764
9. Office establishment	...	...	91,680	...
10. Training school	...	...	16,560	...
Total	...	...	1,08,240	13,764
Net increase	...	...	94,476	...
Armed Branch	...	...	68,971	...
GRAND TOTAL	...	...	11,26,027	1,64,860
Net increase	...	...	9,61,167	...

General increase in expenditure.

249. The increase in expenditure is large; but if any good is to be done, we believe it to be altogether necessary.

Deputy Inspectors-General.

250. The increase under head 1 is unavoidable if the principles of our proposal, as stated in paragraph 119, are accepted.

251. Under head 2, Rs. 6,000 of the increased expenditure has already been incurred by the appointment of a Deputy Assistant Inspector-General on Rs. 500 per mensem to the charge of the Indian Midland Railway district. Another Rs. 6,000 is estimated for an extra Superintendent of Railway Police. The net increase in the pay of Superintendents employed in district work is therefore only Rs. 3,600, or Rs. 300 per mensem.

Assistant District Superintendents.

252. The increased expenditure under head 3, is made up of two items :—

	Rs,
(1) Increase in number of Assistant District Superintendents	26,400
(2) Increase in pay of Assistant District Superintendents	12,000

the former is, we consider, on administrative grounds, a necessity. The latter might possibly be postponed for a time, but will ultimately have to be incurred.

253. With regard to Inspectors we have reduced the number to its lowest limit. The rates of pay proposed can hardly, we think, be considered extravagant when the class of men and the standard of education required are taken into consideration.

254. Two-thirds of the increased expenditure involved in our proposals is in the pay of the investigating and subordinate staff of the Civil Police. Out of the total increase of Rs. 6,82,220 the sum of Rs. 5,21,204 or 76·4 per cent. is debitable to the Sub-Inspector and head constable grades, and Rs. 1,60,716 or 23·6 per cent. to the constabulary.

Sub-Inspectors and head constables. 255. The first of these items may be roughly sub-divided as follows :—

	Rs.
(1) Increase in investigating staff and reserve, 560 men at Rs. 30 per mensem	2,01,600
(2) Re-classification of grades	1,69,300
(3) Station allowances	1,33,760
(4) Abolition of clothing charges	16,844
Total	5,21,504

256. With regard to the first of these items we have, as shown in paragraphs 135 and 136, calculated the investigating staff at the smallest number required to carry on the ordinary duties. The reserves are not more than sufficient to fill vacancies and meet emergencies. The re-classification of grades has been made on as economical a scale as possible consistently with securing a fair flow of promotion. The mainstay of our scheme is the reform of the station officer class; if any real advance in that direction is to be made, the rates of pay proposed are certainly not too liberal.

257. The numerical strength of the civil constabulary remains unchanged, the increase in the reserves has been obtained by a corresponding decrease in the staff at stations. We think no further reduction in numbers is possible. The increased expenditure under this head, amounting to Rs. 1,60,716, is composed of—

	Rs.
Good conduct allowances	12,000
Abolition of clothing charges	41,604
Actual increase in pay	1,07,112

At the proposed scale the average pay of the constable will be Rs. 6-14-4 per mensem "net" and including good conduct allowances just under Rs. 7 per mensem "net." In the face of the evidence that the *lowest* pay of the constable should be Rs. 7 per mensem without deductions these proposals can hardly be considered extravagant.

258. Among the miscellaneous items the establishment of the training school is a necessary adjunct of the system advocated, and the proposed cost of Superintendents' offices, will be no greater than it is under present arrangements.

259. In the armed police the Committee's proposals give the following average pay for each grade :—

	Per mensem.
	Rs. a. p.
Sub-Inspectors including allowances for charge of recruiting centres,	45 4 0
Sub-Inspectors excluding these allowances	42 0 0
Head constables	13 8 0 net.
Constables	6 14 6 „

Considering that the grade of Sub-Inspector is the highest the men in the Armed Branch have to look forward to, these rates cannot, we think, be considered excessive.

SECTION V.

INTERNAL ORGANISATION.

SUB-SECTION I.—*Powers of superior officers.*

260. The principles on which the internal organization of the force is based were first laid down by the Police Commission of 1863 (paragraphs 45 to 48 of their report), and were reduced to definite shape by the Civil Administration Committee of 1875 (see paragraphs 3—26 of their report, dated 25th November 1875). From these principles two important departures have in the course of this inquiry been advocated. These are—

1stly, the emancipation, more or less complete, of the District Superintendents from the control of the Magistrate of the district ; and

2ndly, the removal of Commissioners of Divisions from the position they now occupy as *ex-officio* Deputy Inspectors-General of Police.

261. On the first of these points three widely differing opinions have been expressed—

(1) that the police should be placed under the control of the District Magistrates even more than they are under the present law ;

(2) that until the District Magistrate's connection with the Department is entirely severed no improvement can be effected in the working of the force ; and

(3) that the control of the District Magistrate, while being maintained, as at present, over the junior and less experienced Police Officers, should be relaxed in the case of the senior and more experienced District Superintendents.

262. The second opinion is based not, as might have been expected, on the European notion of the division of judicial and executive functions, the idea that the thief-catcher should not also be the judge, but on the assertion that so long as the Magistrate continues to be the head of the Police Department he is bound to uphold the action of his subordinates be they right or wrong, and that consequently Magistrates instead of protecting the public from their natural enemies the police, are on account of their position, forced to countenance and even to encourage the misdoings of the force.

263. This view of the case is, so far as the evidence goes, entirely unsupported. Indeed, the strongest argument against it is that the large majority of the native witnesses are rather in favour of increasing than of curtailing the power of control now exercised by Magistrates. Thus the very people in whose interests the severance of this connection is said to be desirable are those who are mostly in favour of its being made yet closer. We feel very strongly that the position of the Magistrate of the district as the executive head of the police should at all costs be maintained.

264. The third suggestion which comes from the Police Officers themselves has been discussed in the replies to question 7, Part II of the Committee's questions. There is, no doubt, a good deal of truth in the remarks made on this subject by Mr. Thomas (page 149, Volume of Evidence) and Mr. Berrill (page 151). At the same time it will be noticed that even the most determined advocates of the suggestion agree that the existing rules could only be relaxed in the case of Superintendents of long standing and experience. It is also generally acknowledged that fitness to exercise absolutely independent and uncontrolled powers is not in all cases attained by length of service, and that therefore no satisfactory line of demarcation between the two classes of District Superintendents can be laid down. An arbitrary line based entirely on length of service would give rise to many and obvious anomalies. On

the whole, therefore, we consider that any division of the kind suggested would be in practice impossible. We have the less hesitation in coming to this conclusion, as hardly a single case has been alleged of Magistrates interfering unnecessarily with the authority of their District Superintendents. In fact it would appear to be more often the other way, and that Magistrates do not look into the internal administration of the police in their district so much as they should do. Two distinct feelings underlie this suggestion on the part of the Police Officers. The first is that the powers with which District Superintendents are now invested are not sufficient to enable them to maintain discipline in the force; the second that in the force, as at present constituted, the junior officers are not sufficiently experienced to be safely entrusted with enhanced powers. By their proposal as above set forth Police Officers have striven, though unsuccessfully, to reconcile these two conflicting sentiments. The present position of affairs has undoubtedly been correctly gauged by the officers of the Department. District Superintendents' powers are clearly insufficient, and the junior officers are without doubt wanting in experience. The remedies are obviously to appoint more experienced District Superintendents and to increase the powers with which they are entrusted. To meet the first requirement we have proposed an increase in the staff of Assistant District Superintendents, and have also suggested some change in their method of recruitment. The alterations we propose in the rules for appointments, punishments, &c., are, as will be seen, designed to meet the second want. We would express a hope that our proposals if carried out will enable Government to appoint to the charge of Districts Officers of such experience as to exercise wisely the discretion with which it is proposed they should be invested. In all other respects we consider the power of the District Magistrate should be maintained, and we trust that the dual control, anomalous as it may appear, will work with as little friction in the future as it has in the past.

265. With regard to the position of Commissioners of Divisions, so far as the civil police are concerned, we consider it essential that the Commissioner's appellate jurisdiction and his powers of re-allocation and transfer within his Division should be maintained. Our scheme of appointment of officers through a training school will, however, necessitate the placing of all officers from Sub-Inspectors upward on a provincial roll. The Commissioners' powers regarding appointments and promotions must therefore pass into the hands of the Inspector-General. In other respects we would maintain Commissioner's powers in respect to the Civil Branch unchanged.

266. Our proposals on the subject of the internal organization of the force will also provide for carrying out the instructions contained in paragraph 7 of the Government of India letter No. 856, dated 14th December 1889, that the discipline and training of the Armed Branch should rest entirely with the Departmental officers.

267. Briefly summed up, the changes involved in our proposals are—

- (1) the grant of increased powers to District Superintendents;
- (2) the transfer to the Inspector-General of Commissioners' powers in respect to promotions of officers in the Civil Branch; and
- (3) the investment of Departmental officers with full powers on all questions of the discipline and training of the Armed Branch.

SUB-SECTION II.—*Appointments and promotions.*

268. On these lines we would make the following proposals:—

- (1) that all appointments and promotions in the subordinate staff remain as at present in the hands of the District authorities;
- (2) that all appointments to the investigating staff be made through the training school in the manner laid down in paragraphs 183 to 190;

- (3) that promotion to the rank of Inspector should remain as at present entirely in the hands of the Inspector-General;
- (4) that all Sub-Inspectors be placed on a Provincial list and grade promotions made by the Inspector-General on the recommendation of the District authorities.

Under the present system the grade promotion of Sub-Inspectors is given in districts, the advantages of our proposal are—

- (1) that inequalities of promotion would be prevented;
- (2) that constant changes in staff would be unnecessary;
- (3) that officers could be located where most required without reference to pay or grade;
- (4) that scheming for promotion would be put a stop to;
- (5) that officers who had done good, steady work, but had never had any opportunity of distinguishing themselves, would not be deprived of their grade promotion.

The only objection which has been raised to this proposal is that it would not afford scope for rewarding special merit; but this is, we think, met by the proposed system of station allowances (see paragraphs 235 to 239).

269. In the Armed Branch we consider—

- (1) that head constables should ordinarily be appointed by promotion from the rank and file under orders of the District Superintendent subject to the sanction of the Deputy Inspector-General in charge, but that a limited number might be brought in direct from the native army as Drill Instructors. These appointments also to be subject to confirmation by the Deputy Inspector-General in charge;
- (2) that there is no necessity for passing Sub-Inspectors in this Branch through the training school, as they do not require the same training as the investigating staff of the civil police, but that these officers should be placed on a Provincial list and appointed from among the head constables of this branch by the Deputy Inspector-General in charge.

SUB-SECTION III.—*Punishments and appeals.*

Punishments and appeals.

270. The subject of punishments and appeals may be divided into three heads:—

- 1st—the class of punishment to be inflicted;
- 2nd—the authority to whom the power of inflicting punishments of each class should be delegated; and
- 3rd—the officers to whom appeals from orders of punishment should lie.

Classes of punishments.

271. The different kinds of punishment to which a member of the force is liable are laid down in section 7, Act V of 1861, as—

- | | |
|-------------------------------|-----------------|
| (a) fine up to a month's pay; | (c) suspension; |
| (b) reduction; | (d) dismissal. |

272. Fine is, we consider, a most unsuitable punishment especially for men on small pay. In spite of the frequent orders of Government on the subject, this form of punishment appears to be much too frequently employed especially by young officers. We think every means should be taken to discourage this practice.

273. In the same way suspension, which is practically fine under another name, should not, we think, ordinarily be used as a punishment except in cases where men are suspended, pending inquiry into their conduct, or confirmation of a sentence of dismissal.

274. In connection with this class of punishment we would call attention to the ruling of the Allahabad High Court, No. 8, dated June 23rd, 1888, in the case of Durga, a constable in the Banda Police, and to the ruling of the Calcutta High Court, Regina *versus* Dina Nath Gangoli (Bengal Law Reports, Volume 8, Appendix, page 59), to the effect that a policeman once suspended even temporarily ceases to be a member of the force, and is no longer amenable to the provisions of Act V of 1861. We are very strongly of opinion that members of the force under temporary suspension should still be under discipline. We would, therefore, suggest that the law on the subject should be altered in the direction indicated by Mr. Justice Straight, *viz.*, by substituting for the first sentence of clause 2, section 8, Act V of 1861, the words "such certificate shall cease to have effect whenever the person named in it is dismissed or otherwise permanently removed from employment in the police force."

275. We would further recommend the addition of the following disciplinary punishments (taken from section 6, paragraph 9 of the Indian Army Regulations) to the list of departmental punishments contained in section 7, Act V of 1861, *viz.*—

- (1) fifteen days' confinement to barracks with or without punishment drill in addition to ordinary duty ;
- (2) deprivation of good conduct pay ;
- (3) removal from staff situation.

Of these Nos. (1) and (2) will apply to the rank and file only. No. (3) to officers. We hold that some such punishments are much needed to take the place of fines or temporary suspensions.

276. As regards infliction of punishments, we propose—

- (1) *With respect to punishments during probation.*—That District Superintendents should have full powers to dispense with the services of recruits belonging to the subordinate staff during their two years of probation, on the ground of general inefficiency or unfitness for police employ, and that their order should be final. We would assign to the Inspector-General the same power with regard to officers during their probationary period. As regards cadets under training the question should be dealt with in framing rules for the training school.
- (2) *With reference to disciplinary punishments.*—That the District Superintendent should have full power to order confinement to barracks or deprivation of good conduct pay ; but that the punishment of removal from staff situation should be inflicted only with the sanction (a) of the Magistrate in the case of investigating officers in the civil police, (b) of Deputy Inspector-General in charge in the case of Sub-Inspectors of the Armed Branch, and (c) of the Inspector-General in the case of Inspectors.
- (3) *Fines.*—As already noted, we consider this form of punishment to be as a rule most unsuitable, and in all cases one which requires some discretion in its infliction. We would therefore make the District Magistrate's sanction necessary in all cases and for all grades.

- (4) *Suspension*.—As in the case of fine, we think the Magistrate's sanction should be obtained in all cases in which this punishment, which is merely another form of fine, is ordered.
- (5) *Reductions*.—In the case of constables we would give District Superintendents full powers to order reduction of grade without reference to the Magistrate. Reductions of head constables or Sub-Inspectors should, however, receive the sanction of the Magistrate in the civil and of the Deputy Inspector-General in charge in the Armed Branch. Inspectors should only be reduced with the sanction of the Inspector-General.
- (6) *Dismissals*.—In the Civil Branch we would require the confirmation of the Magistrate to all dismissals of constables (other than probationers) and head constables; and that of the Commissioner to all dismissals of Sub-Inspectors. In the Armed Branch the Deputy Inspector-General in charge should be the confirming authority in the former and the Inspector-General in the latter case.

Appeals. 277. On the subject of appeals we would lay down the following rules :—

- (1) That no appeals should be allowed from an order of punishment which the District Superintendent is empowered to inflict without reference to the Magistrate of the district.
- (2) That in cases of fine, suspension, or disciplinary punishment, to which sanction is required, the District Magistrate's or Deputy Inspector-General's order, as the case may be, should be final.
- (3) With regard to sentences of reduction, that the order of a Magistrate or Deputy Inspector-General sanctioning the reduction of a head constable in the Civil or Armed Branch respectively should be final, but that a similar order in reference to a Sub-Inspector should be appealable to the Commissioner or Inspector-General according as the officer reduced belongs to the investigating staff or the Armed Branch. In sanctioning these sentences we consider it most essential that Magistrates and Deputy Inspectors-General should personally examine the culprit, and hear and record what he may have to urge in his defence. The control exercised by supervising officers should be real and not consist in merely concurring with the District Superintendent's recommendations without looking into the facts as unfortunately is often now the case.
- (4) As regards dismissals, we consider that the present rule giving constables of under 10 years' service no appeal from an order of dismissal works most unfairly, and would recommend its abolition. Orders of dismissal of any member of the permanent staff should, we hold, be appealable in all cases, appeals from such orders should, with reference to the civil police, lie to the Commissioner of the Division, and in the case of the armed police to the Inspector-General.

278. We would add that these proposals are not intended in any way to detract from the powers of direct interference in matters of appointments and dismissals, which are now held and exercised by the Inspector-General of Police.

Saving of Inspector-General's power of general control.

279. Closely connected with the question of punishments is that of the initiation against members of the force of prosecutions for neglect of duty, &c., under section 29, Act V of 1861. The power to initiate such prosecutions lies under existing rules with the District Superintendent without reference to the Magistrate. It has been

Initiation of prosecutions under section 29, Act V of 1861.

represented to us from several sources that the District Magistrate as the head of the Department should be possessed of this authority : on the other hand, it is pointed out that a Magistrate sanctioning a prosecution cannot legally try the case himself, and that considerable difficulty might in consequence be occasioned. It is no doubt true, as pointed out by Mr. Nugent (see Volume of Evidence, page 155)—

"That under present rules District Superintendents are sometimes tempted to prosecute when departmental punishments would amply suffice, and that in these cases the advice of an outsider is eminently useful and particularly that of a man who knows by experience what punishment would probably follow conviction and what evidence is required to procure it."

At the same time we consider it most essential that all cases against Police officials should be tried by experienced officers, holding full judicial powers. In this view, and seeing that small districts are often nowadays left without Joint-Magistrates, we do not see our way to recommending any alteration in the present rule ; though we are very strongly of opinion that Magistrates should be empowered to direct District Superintendents to initiate prosecutions, when such a course appears necessary.

SECTION VI.

REWARDS.

280. The only other point in reference to the internal organization of the force which remains to be dealt with is that of rewards. This is a subject which has a most important bearing on police administration, and is also one which, especially in its relation to the public, requires somewhat careful handling. The police themselves would naturally like to have unlimited power of paying for information. A lazy method of detection and one which would undoubtedly give rise to a class of informers who would not only be a terror to the public, but would also bring more discredit on the force than it has even now to bear.

281. Under the present system four classes of rewards exist—

- (a) rewards for information leading to the arrest and conviction of criminals ;
- (b) rewards for good service in criminal cases ;
- (c) miscellaneous rewards paid by Excise, Customs, and Judicial Departments : by the Jail Department for the capture of escaped prisoners : and by private persons and firms or Departments of other Provinces ;
- (d) rewards for good service to village, road, municipal or town chaukidárs.

282. Under class (a) rewards to the general public can be sanctioned by Magistrates up to Rs. 50 : Commissioners to Rs. 100. Above that sum Government sanction must be obtained in each case ; and no reward can be given under this head to the police without Government sanction. Under class (b) Commissioner can sanction up to Rs. 50. Above that sum the sanction of the Inspector-General of Police is required. Rewards under class (c), except in Excise and Customs cases, where they are paid direct to the persons concerned, are all credited in the treasury as General Police receipts (item 2). Rolls are then submitted to the Inspector-General of Police, and no payment can be made till after the publication of these rolls in the *Police Gazette*. Rewards under class (d), if paid from Municipal or Cantonment Funds, are dealt with in the same manner as rewards under class (c) ; only in the case of town, rural, and road police has the District Magistrates power to grant rewards at once and without limit except that of the budget allotment.

283. We have already (see paragraph 246) proposed an addition to the rewards under class (b) in the shape of good conduct allowances to the subordinate staff of the civil police. A similar increase has also been suggested under class (d) for the rural police (see paragraphs 346-347). On this point we have no further proposals to make.

284. With regard, however, to the present rules for the distribution of rewards, we consider that the powers of District Magistrates are much too circumscribed, and that the delays involved in the procedure, especially under classes (b) and (c) and under class (d) also, so far as Municipal and Cantonment Police are concerned, are so great as to nullify any advantage which might otherwise be gained. We would suggest (1) that under class (a) District Magistrates' powers should be increased to a limit of Rs. 100 ; and (2) that under classes (b), (c), and (d) District Magistrates should be allowed to sanction and disburse on their own authority rewards up to Rs. 50 in each case, the total not to exceed the District Budget provision.

285. In this connection we would also draw attention to the very small amount allowed for secret service money. Last year's budget allotment for the Provinces was only Rs. 500 ; about Rs. 11 per district. Still less was spent, obviously because the amount of the grant being so small, it was not worth the while of the Departmental authorities to touch it. We presume that the allotment under this head is intended to meet the expenses incidental to secret inquiries. If so, we would record our opinion that Rs. 100 per district would be by no means too large a sum to place at the Inspector-General's disposal for this purpose.

286. Of all our proposals under this chapter of the report only those contained in paragraphs 274-275 will entail any alteration in the existing law ; though the suggestion to allow Sub-Inspectors to conduct prosecutions (paragraph 181) will involve a change in a Government Resolution which has received the sanction of the Supreme Government ; and if our recommendations on the subject of internal organization are accepted, considerable changes will have to be made in the existing rules regarding promotions, rewards, punishments, and appeals.



CHAPTER V.

SUGGESTIONS FOR IMPROVING THE PRESENT RAILWAY POLICE SYSTEM.

287. In view of the great extension of railways which has of late years taken place both in these Provinces and all over the continent of India, and of the enormously increased facilities which have been thereby afforded to all classes of criminals, especially professionals, in carrying on their depredations, it is, we think, impossible to over-estimate the importance of this branch of the Provincial Police. We have in these Provinces several classes of professional criminals who travel long distances in search of plunder. Among these may be instanced the Bauriahs of Muzaffarnagar, who were recently concerned in a robbery of jewels and notes in Bombay; the Dulerahs of Bareilly, who are known to carry on their marauding expeditions as far as Calcutta; the Barwárs; the Sanauriahs, who chiefly frequent the Bombay Presidency, and many others. All these use the railways extensively both to visit and leave the scenes of their crimes and as a means of carrying off their spoil. Pickpockets, too, who ply their trade at the various bathing fairs and religious festivals which take place from time to time in different parts of the Provinces, find the railways a great convenience. Much use is made of them by coiners, forgers, and the like, who find it best to deal in their counterfeit wares at as great a distance as possible from their base of operations. Many professional thieves also follow a lucrative trade on these highways of commerce. Now, it is obvious that the same appliances which are of so great assistance to the criminals, the enemies of the law, should, if properly used, be of equal service to the police, the servants of the law. It is, however, generally conceded that this is not the case. One reason for this is given by Sir Auckland Colvin in paragraph 29 of his Minute of 7th October 1889. He writes:—

“If heinous crime continues too often to baffle detection, we must remember that the increase of railways and other means of communication, such as the telegraph, work more in favour of the criminal than of the police, because criminals, who are organized for a special object, are more likely to be the first to act together secretly and efficiently; and because the police of our Provinces have far too little connection with those of neighbouring Provinces, or, as in the case of Native States, have frequently no assistance whatever from them. The solidarity, that is to say, between criminals and criminal tribes in neighbouring provinces of India is greater than between the police of neighbouring provinces.”

288. This must of course be the case so long as each province has a separate railway police force. To ensure solidarity the railway police should be an Imperial force, working under one head over all the railways in India. This is the only arrangement by which it is possible to obtain that co-operation between the police of the various provinces which will enable them to cope with the criminal organization of the country, and in the interests of police administration we trust some such scheme will ere long be introduced. Until this is done, these Provinces must be content to make the best of a provincial railway police force.

289. There are, however, other causes besides the want of co-operation between province and province which tend to weaken the efficiency of the railway police, and these must be sought in the organization of the force itself. The principles on which the railway police should be organized were laid down in 1882 by a Committee of officers appointed “to elaborate a system of police for adoption on all lines—Guaranteed and State—throughout the Bengal Presidency.” They may be briefly recapitulated as follows:—

1st—that all arrangements for watch and ward should be left entirely to the Railway Company to carry out;

2nd—that for the maintenance of law and order and for the detection and prosecution of crime a force of Government Railway Police should be

maintained, the strength and disposition of which should be determined by the Local Government in communication with the Agent for the Railway ;

3rd—that this force should be under the sole control, subject to that of the Inspector-General of Police of the Province, of one Superintendent for each line or combination of lines, with as many Assistants as the work necessitates ;

4th—that an Inspector of the Government Railway Police with a sufficient staff should be located, as far as possible, at the headquarters of the different Traffic Superintendents, be in constant communication with them, and be bound to carry out their instructions as regards taking up inquiries after lost or missing goods ;

5th—both Inspectors and Sub-Inspectors should be constantly on the move over their respective lengths of line, so as to be able to detect and prevent crime : and that the system of employing detectives travelling with passenger trains should be more generally adopted ;

6th—that the superior officers should impress on their subordinates the necessity of identifying themselves as much as possible with the interests of the railway and its efficient administration.

290. With reference to the first of these principles it has been very strongly urged by the Police authorities that the watch and ward staff on all railways should be placed under the control of the officer in charge of the Government Railway Police. Police Officers are also, as will be seen from the abstract of evidence on Railway Police organization, to some extent supported in this view by the Railway authorities, especially those of the Cawnpore-Achneyra line (Bombay, Baroda, and Central India agency). The arguments advanced in favour of the proposal are, as stated by Captain Ryves, Assistant Inspector-General, Railway Police—

- (1) that a better class of men will be employed ;
- (2) that a check will be placed on the re-employment of men who have been dismissed from other lines owing to imprisonment or neglect of duty ;
- (3) that the two forces being under one set of officers will work more effectually ;
- (4) that the chaukidárs will be brought under proper discipline and the offer of service in the regular police might be held out to them.

291. The advocates of this proposal appear, however, to have overlooked the fact that under section 3 of the Railway Act, the Railway Administration is by law responsible for the safe custody of the goods committed to them for transit to the extent laid down in section 73 of the same Act. It would of course be open to Railway Administrations to make over the control of their watch and ward staff to the Police authorities, as has been done on the Cawnpore-Achneyra Railway, should they see fit to do so ; but should such a step be taken without their consent, they might possibly claim to be absolved from their liability as bailees, and we are not prepared to make any proposals which might in any way lessen the legal responsibilities of the Railway Companies. Partly in this view and partly because it has been found in practice that the railway police cannot satisfactorily provide for the allocation and supervision of the watch and ward staff we would leave untouched the general rule that watch and ward chaukidárs are appointed and controlled by the Traffic Department of the Railway concerned.

292. We think, however, that some alteration might be made in the working of this rule in the direction of obtaining for the Railway Companies more information than they are at present furnished with, regarding the character and antecedents

of their employés. This is necessary not only in the interests of the Railways, but also of police administration, and we have little doubt that the agents of the various Railway Companies would readily frame rules for the guidance of their Traffic Managers which would prevent the employment of men on the watch and ward staff who are certified by the Deputy Inspector-General or the Superintendent of the line to be unfit for such employ.

293. On the second point we are very strongly of opinion that the duty of keeping order on platforms should be retained in the hands of the Government Railway Police, that this duty should be entrusted to a body of men appointed by, and subject to, the orders of Railway officials, would, we think, be, in the interests of the public, most inexpedient.

294. In respect to the third principle, that the railway police force should be under the sole control, subject to that of the Inspector-General of Police of the Province, of one Superintendent for each line or combination of lines with as many Assistants as the work necessitates, we agree with the conclusions arrived at by the Committee of 1882. We would place all the lines in or attached to the Provinces under one Deputy Inspector-General with as many Superintendents under him in charge of lines or combination of lines, as may be considered necessary. With regard to the number required for the adequate supervision of the existing lines, and the principles on which they should in our opinion be appointed, we shall have more to say hereafter.

295. The remaining proposals made by the Committee of 1882 refer to the working of the force, and appear to have been framed rather in the interests of railway than of police administration. By these proposals the railway police are placed even more under the control of the Railway authorities than of their own officers. It seems to have been considered that their sole duties, even as detectives, were to assist the Railway officials in inquiries after missing goods, and to detect and prevent crime occurring on the line to which they were attached. It seems never to have been contemplated that the railway police had either part or lot in the general scheme of the police administration of the country, though paid in part by the State they appear to have been looked on, and still to be considered, as servants of the various Railway Companies. That there should be any necessity for co-operation between the district and railway police: that it was part of the duty of the railway police to keep careful watch over all wandering gangs and suspected persons travelling by rail, and to give prompt information to the district police on their leaving the line: in short, that unless and until the district and railway police worked together, it would remain impossible for the police as a body to fully grapple with organized and professional crime—all these points appear to have been overlooked. Herein, we consider, lies the main defect in the principles on which the present organization is based, and to the removal of this deficiency any suggestions we have to make will be mainly directed.

296. Turning from principles to actuals. Full details of the constitution of the railway police force, as now located on, or proposed for each line, are given in Appendix II and in the Statements attached to the abstract of evidence on railway police organization (see pages 420 to 430 Volume of Evidence). From these statements it will be seen that on only four of the eight lines passing through these Provinces is the railway police force organized on the lines laid down in 1882. On these four (marginally noted) the watch and ward staff is composed of chaukidárs under the control of the Railway authorities. The duties appertaining to law and order are performed by the Government Railway Police under the direction of the

Different systems of railway police on the various lines.

East Indian Railway.
Cawnpore and Achneyra Railway.
Bengal and North-Western Railway.
Indian Midland Railway.

Assistant Inspector-General for Railways assisted by the recently-appointed Superintendent of the Indian Midland Railway district. On the Oudh and Rohilkhand Railway, though the introduction of the same system was strongly recommended by the Committee of 1882, and several estimates have since been submitted, no Government Railway Police have as yet been appointed. The watch and ward duties are discharged, and order on platforms is kept, by a staff of *chaukidárs* appointed and controlled by the Railway authorities. The work of investigation and detection of crime is carried on by the police of the districts through which the line passes. The Police Superintendents of these districts are responsible for the due performance of this duty, and the Assistant Inspector-General of Railway Police has no connection whatever with this line. On the other three lines the Lucknow-Sitapur, the Rohilkhand-Kumaun, and the Bareilly-Pilibhít, the system is again different. The watch and ward staff are under the Railway officials, while the law and order force, though nominally Government Railway Police, are not under the control of the Assistant Inspector-General, Government Railway Police, but are composed of drafts from the districts through which the lines pass, and are appointed and supervised by the Police Superintendents of those districts. There are thus three distinct systems in force in this branch of the police in these Provinces.

297. In addition to this the returns show not only that there is considerable variation in the grading of the law and order force attached to the different lines, but also that these forces are on each line completely isolated. How complete this separation is, and how jealously it is guarded by the Railway authorities concerned, may be gathered from a perusal of Captain Ryves' memorandum forming Appendix XI to this report. He there shows that owing to the action of the Railway officials, transfers even of a temporary nature from one line to another are rendered practically impossible: reserves cannot be fully utilized; recruits cannot be properly trained; and last, though by no means least, criminals cannot be followed up. A railway police organized on this separate system may be good enough for the investigation and detection of crime committed on the particular railway to which each is attached. But even in this respect they must fail so soon as the clue or the criminal leaves that line, as owing to the entire absence of any system of co-operation, they are at once met with a complete barrier to further progress. So far as the police administration of the province is concerned, a force organized on these lines is practically useless.

Defects in present system.

298. The defects in the present system are—

- (1) want of continuity of system;
- (2) absence of unity in supervision; and
- (3) difficulty of inter-communication and co-operation.

Committee's proposals.

299. To remedy these defects we would make the following suggestions for the consideration of Government:—

- the *first* is that the law and order police on all lines should be amalgamated and form one provincial force;
- the *second*, that the force should be under the control of a Deputy Inspector-General for railways assisted by as many Railway Superintendents for separate lines or combinations of lines as may be considered necessary to carry on the work;
- the *third* is that Government Railway Police officials travelling on duty should be granted free passes on all lines, certainly in the Provinces, if not all over the country.

300. On the proposal to have one amalgamated force of railway police for all lines, the first question likely to be raised is with regard to the payments to be made by each railway towards the maintenance of such a force. The existing rules on the subject are contained in the contract between the Secretary of State and the Railway Companies. It is there laid down that—

"The Secretary of State shall provide and maintain such a force of police as the Company, with the approval of the Secretary of State shall from time to time require: with the qualification that in case of difference between the Secretary of State, and the Company as to the force required for the preservation of law and order, the determination of the question shall rest with the Secretary of State, the cost of providing and maintaining the force of police required for the purposes of the undertaking shall be borne three-tenths by the Secretary of State and seven-tenths by the Company."

We would suggest that the payments made by each Company under this contract should be commuted into an annual fixed contribution to a provincial fund, from which the amalgamated law and order force on all railways could be paid: the watch and ward staff on each railway remaining entirely under the control of and being paid by the Company concerned. The amount of the contribution could be calculated either on the average payments of previous years, or a sum could be fixed sufficient to cover seven-tenths of the expenditure necessary for the maintenance of the law and order force, less three-tenths Government contribution towards the maintenance of the watch and ward staff. For instance, take the case of the East Indian Railway, the present annual cost of the line is thus given by the Assistant Inspector-General, Railway Police:—

	<i>Paid by the Railway Company, seven-tenths.</i>	<i>Paid by Government, three-tenths.</i>	<i>Total.</i>
	Rs.	Rs.	Rs.
(1) Assistant Inspector-General's salary, travelling allowance, office rent, &c. ...	4,274	1,834	= 6,108
(2) Law and order force consisting of—			
4 Inspectors ...			
6 Sub-Inspectors ...			
9 Sergeants ...			
35 Head constables ...			
147 Constables ...			
(3) Watch and ward staff consisting of 175 chaukidárs ...	9,080	3,892	= 12,972
(4) Miscellaneous contingencies, clothing, housing, rewards, and travelling allowance of subordinate officers ...	7,964	3,414	= 11,378
Totals ...	50,572	21,678	= 72,250

The accuracy of these figures is not vouched for, but they will serve to illustrate our meaning. Under the proposed contract system the East Indian Railway would on the basis of these figures pay Rs. 50,572, their present payment, less Rs. 3,892, the Government contribution towards watch and ward, or a contribution of Rs. 46,680 into the provincial fund, and they would in return be entitled to claim that Government should maintain the law and order force on their line at the strength given under heading (2) in the above account. This system, while making no alteration in the cost of the forces, would be of immense advantage to the police, and in some respects to the railway administrations. Both the Railway and Government would benefit by the abolition of the present complicated system of accounts mentioned in Captain Ryves' memorandum, which must be a source of considerable expense. The police administration would gain in many ways. In the first place the difficulty which now exists of transferring members of the law and order force from one Railway system to another, or from the district to the railway police or *vice versa* would be done away with, and the authorities would be enabled to utilize the men best fitted for any particular duty on any line: provided always that the full force as laid down was maintained on duty on each line. The reserves being all amalgamated could be fully utilized on all railways as occasions might require. At present, as pointed out by Captain Ryves, the reserves on hardly any of the railways are sufficient for the calls on them. The

massing of the reserves would also allow of the recruits being properly trained. If the principle of a provincial force is accepted, we would further suggest that the head-quarters of the Deputy Inspector-General for Railways should be fixed at Cawnpore, which is the junction of four of the principal lines in the Provinces.

301. On the question of supervision we are very strongly of opinion that the whole of this amalgamated railway police force should be under
Supervision. the sole charge of one Deputy Inspector-General, subject of course to the general control of the Inspector-General of the Provinces. In 1867 the length of line in the Provinces was 788 miles and 70 stations. It was then considered that this was a sufficiently onerous charge for one man, and this was one of the reasons advanced for placing the portion of the North-Western, or as it was then called the Sind, Panjáb, and Delhi line passing through these Provinces under the Government of the Panjáb. The length of the various lines now under the Assistant Inspector-General, Government Railway Police, North-Western Provinces, is 1,820 miles with 210 stations; and when the Government Railway Police are introduced on all the railway systems, the length of line to be governed will be 2,972 miles with 359 stations. With these facts in view we are of opinion that not less than three supervising officers are required, *viz.*, one Deputy Inspector-General and two District Superintendents. We would divide the lines into three districts with the head-quarters of the force as already stated at Cawnpore—

- (1) the southern district, including the Indian Midland system, 734 miles;
- (2) the central district, comprising the East Indian and Cawnpore-Achneyra lines, 1,050 miles;
- (3) the northern district, consisting of the Oudh and Rohilkhand, the Bengal and North-Western, and the small connecting lines, aggregating 1,188 miles.

302. We would place the Deputy Inspector-General in direct charge of the central district with the Superintendents under his control in charge of the northern and southern districts. Part of this proposal has already been carried out by the appointment of a Deputy Assistant Inspector-General for Railways to the charge of the Indian Midland district as an assistant to the Assistant Inspector-General, Government Railway Police, North-Western Provinces and Oudh. The nomenclature we suggest for these appointments is that of Deputy Inspector-General for Railways instead of Assistant Inspector-General and Superintendent for Deputy Assistant Inspector-General. We consider these names more appropriate to the appointments as constituted; and as regards the Superintendents we would also suggest a slight variation from the present method of appointment. We notice that the pay of the Deputy Assistant Inspector-General, or as we would call him the Superintendent, recently appointed to the Indian Midland has been fixed at Rs. 500 rising to Rs. 700 per mensem; but that the amount of the increments has not been stated, and no period has been fixed for their accrual. This system of making these appointments seems to us to be wanting, in elasticity, and to be open to other grave objections. It would, we think, be preferable if, in making such appointments in future, the *average* pay of the post were debited to the railway and an officer of that grade added to the gazetted staff of the provincial police. This would enable the departmental authorities to select the best man for the appointment, whatever grade he might happen at the time to belong to. Any system of payment by periodical increments in appointments of this nature is, we submit, not only detrimental to the working of the Department, but highly inconvenient: detrimental to working, inasmuch as it is likely to cause frequent changes which should in our opinion be avoided. The post of a Superintendent of Railway Police is one which requires considerable tact and some experience to fill efficiently, and it is in the highest degree desirable that a suitable incumbent once selected, means

should be available for retaining him in the post as long as possible. The system is inconvenient as it practically forces the Departmental authorities to depute in the first instance a man of a certain grade in the force. They are also obliged when the promotion of the officer on deputation reaches a certain point to allow him to revert to the regular line. Both these steps might cause considerable inconvenience, not only to the provincial, but also to the railway police administration. There are other minor disadvantages caused by inequality in promotion which we need not dwell on. For all these reasons we would strongly urge the adoption of our proposal in future appointments to the gazetted grades of the railway police. In view of this suggestion being accepted we have in our scheme for the organization of the provincial police provided two extra District Superintendents especially for railways (see paragraph 120).

303. Turning to our third proposal, *viz.*, that Government Railway Police officials travelling on duty should be granted free passes on all railways, we would first of all point out that this is a necessary corollary to our proposal for the organization of an amalgamated force for all railway systems in the Provinces. At present we are informed that Railway Police officials can on application obtain free passes only over the lines to which they are attached, but no further. For instance if the East Indian Railway Sub-Inspector at Allahabad has to follow up a criminal to Lucknow, he can obtain a pass from the Allahabad Station Master only as far as Cawnpore. To obtain a pass from Cawnpore to Lucknow he has first to apply for an order to the Assistant Inspector-General of Railway Police who may be at the other end of the Province. No system more calculated to assist criminals could possibly be devised. We are aware that a system of free passes such as that suggested cannot be introduced without first consulting and obtaining the consent of the Managers of the various railways. At the same time we wish to place on record our unanimous opinion that if any advance is to be made in the working of the railway police some system must be devised to enable any member of the railway police force when on duty to travel without let or hindrance on any railway over which the duty on which he is employed necessitates his passing. If the system, as it most distinctly does, favours the criminals, is it consistent to hold the police responsible for want of success?

304. The above are the main principles on which we consider that the organization of the Government Railway police should be based.

305. We may now proceed to notice the other minor points, affecting the jurisdiction, the internal economy and the working of the railway police force which have been brought forward in the course of this inquiry.

306. The first of these is a representation by the officer in charge of the railway police in these Provinces on the inconvenience said to be caused by that portion of the North-Western line which passes through these Provinces being under the jurisdiction of the Panjáb. The chief reason urged for asking for the transfer to these Provinces of that portion of the line lying between Gháziabad and Saháranpur is that on the introduction of the Government railway police system on the Oudh and Rohilkhand Railway which will take the railway police to Saháranpur, it will be highly inconvenient for them to have to travel *viâ* Chandausi and Aligarh to get from Saháranpur to Gháziabad. This seems to be the only real difficulty which is likely to occur owing to this section of the North-Western Railway being under the Panjáb police. We are given to understand that the East Indian Railway wish to place their extension from Delhi to Kalka under the railway police of these Provinces so as to avoid having a new police system for a comparatively short length of line. If this is done it is obvious that the chief argument, on the strength of which the line from Gháziabad to Saháranpur was placed under the

The break in jurisdiction between Gháziabad and Saháranpur on the North-Western line.

Panjáb Government, *viz.*, that so far as possible each line should have its own police system, stands good, and that no change in existing arrangements should be made. We cannot but believe, however, that to facilitate police administration and to remove the inconvenience noted above, the North-Western Railway direction would, in that case, grant running powers and free passes to the railway police of these Provinces on the portion of their line between Ambála and Gháziabad. If, on the other hand, the East Indian Railway from Delhi to Kalka is placed under the Panjáb Government, there seems no reason why the North-Western Railway from Gháziabad to Saháranpur should not be made over to these Provinces. If our scheme for an amalgamated provincial railway police force is accepted, we think the latter would be the preferable course to adopt.

307. A second question has reference to the jurisdiction of the railway police over lands attached to railway stations. Under present rules the railway police have jurisdiction only with regard to offences committed within the railway fencing: their powers do not extend to cases occurring on the lands taken up for the accommodation of railway servants. These also should, it is urged by some, be included within the railway police jurisdiction. With regard to this point we are of opinion that there is no necessity to alter the present rule in its general application. Particular instances might occur in which it would be desirable to include the land occupied by railway barracks within the jurisdiction of the Railway Police; but these should, we think, be treated locally.

Pay and grading of officers and men.

308. On the subject of the pay and grading of the officers and men in the Government Railway Police, we find that on the East Indian and Indian Midland Railways the pay of constables has been for some time Rs. 6, Rs. 8, and Rs. 10 per mensem, and that the same scale has been recommended for the Oudh and Rohilkhand Railway. These rates were fixed on the acknowledged principle that the work on the railway requires a higher order of intelligence, and that the railway police should, therefore, receive higher pay than the ordinary district police of the same standing. Concurring in these views, we would suggest that the rates now in force on the larger railways should be extended to all lines.

309. Acting on the same principle, we would suggest the abolition of the Rs. 10 grade of head constable on the Cawnpore-Achneyra and Bengal and North-Western Railways, the only two lines on which this grade is in existence. We would maintain only three grades of head constable on Rs. 15, Rs. 20, and Rs. 25.

310. With regard to Sub-Inspectors we would propose no station allowances on railways, as we consider the pay now sanctioned for these officers, *viz.*, Rs. 50 and Rs. 70 per mensem, is sufficient. We would note, however, that in our opinion Rs. 50 is the lowest pay on which the class of man required for this position can be obtained, and that the Rs. 30 grade which is in force in the district police should be allowed no place in the grades of Sub-Inspectors in the railway police.

311. The pay and grading of Inspectors in the railway police, for which posts men of exceptional intelligence and ability are required, should, we consider, be assimilated to that proposed for the district police, *viz.*, Rs. 150, Rs. 175, and Rs. 200.

312. The pay of Sergeants seems fairly adequate, and might remain as at present.

313. On the internal organization of the force our views are briefly as follows:—

314. Though practically the railway police forms a distinct force, complete in itself, from which transfers to the district police should not ordinarily be made, we are not prepared to say that such transfers should be prohibited, as in some cases it may be useful to allow exchanges between members of the two forces.

315. With regard to appointments, punishments, and promotions of members of the force, and transfers to and from the various lines, we consider that the Deputy Inspector-General for Railways should occupy the same position with regard to the force under his command as has already been laid down for the Deputy Inspector-General in charge in respect to the Armed Branch (see paragraphs 268—276).

316. Another point which has been urged on the Committee is that some definite rules should be laid down defining the circumstances under which, and the points with regard to which, Station Masters are empowered to give orders to members of the Government Railway Police force. In this connection we would suggest that the law and order police should be given distinctly to understand that, for the purpose of preservation of order, they are bound to carry out all reasonable directions of Station Masters. No more definite rule can, we think, be laid down.

317. As regards prosecutions against railway employes, it has been brought to our notice that considerable inconvenience is occasionally caused by Magistrates instituting such prosecutions and taking men away from their work without consulting the Railway authorities. We can only say that we trust such cases are of rare occurrence: only one definite instance has been put forward. As a rule we consider that prosecutions of railway servants for infringements of orders should be instituted by the responsible officers of the railways concerned. At the same time we do not think it would be desirable to limit the discretion of the District Magistrate to take up such cases *suo motu* should he consider it necessary to do so.

318. The most important point in the working of the railway police is that they should work quickly and efficiently together and in co-operation with the district police. In our suggestions regarding the organization of the force we have tried to provide the means for attaining this end. As to the method to be employed the subject is one which can more suitably be dealt with by the Departmental authorities. This question has, we are aware, received considerable attention of late years so far as the provincial district police are concerned. Meetings have been arranged between Superintendents of neighbouring districts and provinces to discuss questions of mutual interest, and to arrange for mutual assistance in investigating crime and tracking criminals who have fled for refuge into other districts and provinces. Meetings to devise means for the suppression of cattle-theft have also from time to time been convened by the Deputy-Inspector General in charge of this branch, and arrangements have been made to secure the co-operation of the police of Rámpur and other Native States. All these are steps in the right direction, and we would suggest that these inter-provincial and divisional meetings be encouraged in every way possible; that the scope of the subjects discussed should be extended so as to include all classes of professional and organized crime; and that Superintendents of Railway Police be invited to attend these conferences with a view to devising means for securing thorough co-operation between the district police and the forces under their command.

319. As regards details of working, there are only two points which require notice. The first has reference to the registers maintained at reporting stations on railways. We think the number of these might to some extent be reduced, and would commend to the consideration

of the Departmental authorities the proposals on this point made by Captain Ryves (see page 15 of the Abstract of Evidence on Railway Police Organization).

320. The second is in respect to the diaries maintained by the railway police :
 Special diaries of investigations made by the railway police. the existing practice with reference to these documents is, we are informed, that the daily diaries kept at reporting stations on the various lines are never submitted to Magistrates for perusal, and that special diaries of investigations are submitted only when cases are sent up for trial or when a charge is considered "not proved," and the record is submitted for orders : the special diaries of investigations in which no clue has been obtained never, we are told, go beyond the office of the Assistant Inspector-General. With regard to the daily diaries, no alteration in the present procedure appears necessary ; but we would suggest that special diaries of all investigations, whether successful or not, should be submitted either to the District Magistrate or to the Magistrate in charge of railway cases for perusal and orders.

321. One other minor point which might be brought to notice is that of the present system of wagon fastenings. Thefts from running trains, though not so numerous as they used to be, are still, we are given to understand, of no infrequent occurrence. These are, we are told, due to a great extent to defective fastenings on the goods wagons. It is not of course for us to criticise the mechanical contrivances in use on the various railways. We merely draw attention to this point in the hopes that some more efficient fastening may be devised. One such has, we know, been designed by Mr. Muirhead, Chief Traffic Inspector of the Oudh and Rohilkhand Railway. This, we are informed, is thought well of among Railway authorities, and seems likely to prove effective. The substitution of lead seals for the present sealing-wax fastenings would also, we think, tend to some extent to put a stop to, and would certainly enable the police to localize, crimes of this class. The suggestion may appear a trivial one ; but as tending to check a class of crime which is very difficult of detection, we consider it worthy of notice.

322. Our proposals for reform in the organization of this branch are briefly these :—
 Summary of proposals.

- (1) That the forces employed on all railways for the enforcement of order and the investigation and detection of crime should be amalgamated and formed into one provincial force under the control of one Deputy Inspector-General for Railways, with as many assistants as may be considered necessary. That this force should be paid by Government from a provincial fund formed by contributions from the different railways to the extent of seven-tenths of the total cost, the Government to pay the remaining three-tenths (paragraphs 300 to 302).
- (2) That all members of this law and order force should when travelling on duty be entitled to free passes on all railways (paragraph 303).
- (3) That the watch and ward staff should be entirely under the control of the Railway authorities, and should be paid by the Railway Administrations, Government, as now, contributing three-tenths of the cost, and that men employed in this section of the force should be in all cases certified by the Superintendent of the Railway district as fit for such employ (paragraphs 290 and 291).

323. These are the main principles on which our proposed scheme is based. If these are accepted, the suggestions regarding equalization of rates of pay on all railways, the internal economy, and the working of the force will follow.

CHAPTER VI.

PROPOSALS FOR REFORM IN THE ORGANIZATION OF THE MUNICIPAL, TOWN, AND RURAL POLICE.

324. In chapter II of this report a brief sketch has been given of the rise and origin of these auxiliary forces. It has been shown how the Town and Municipal Police are merely progressive developments of the rural *chaukidári* system due to the congregating together of the trader and artizan classes in the large markets, towns, and cities of the Provinces. This is the point which is generally overlooked in treating of these branches of the force. It is commonly said of the Rural Police that "they are the backbone of our police system," though a somewhat feeble backbone, it must be confessed. No one appears ever to have made the same remark of the Act XX or Municipal Police, though they are practically integral portions of the same force, and would, if properly organized and handled, make just as efficient auxiliaries to the district and city police as are, or rather should be, the village *chaukidárs*.

SECTION I.—*Rural Police.*

325. The Rural Police, as the most ancient of the three institutions, is the one we propose to pass first under review. Full details of the constitution of this force, and its distribution to districts, will be found in Appendix IV. The numerical strength is shown as—

			<i>Rural.</i>	<i>Road.</i>	<i>Total.</i>
In the North-Western Provinces	...	...	73,926	2,389	76,315
And in Oudh	...	...	30,393	142	30,535
Total	...	...	104,319	2,531	106,850

Giving an average of 365·8 souls and 55·6 houses in the North-Western Provinces,
 345·4 " and 64·3 " in Oudh,
 and 360·0 " and 58·1 " in the United Provinces.

The caste composition in each province is roughly as follows:—

	<i>N.-W. Provinces.</i>	<i>Oudh.</i>
Muhammadans, chiefly low castes, Juláhas and such like	14 per cent.	3 per cent.
Hindus of the better classes such as Rájputs, Brahmans, Ahírs, and Játs	13 ditto	8 ditto.
Menials and <i>quasi</i> -criminal classes, such as Chamárs, Bhangis, Pásis, Dhanuks, Dosádhs, and Arakhs	73 ditto	89 ditto.

326. The force is in both provinces paid partly in cash and partly by grants of land. In the North-West, however, the proportion paid in cash is much higher, and the payments themselves are much more liberal than in Oudh. The figures are—

			<i>Paid in cash.</i>	<i>Paid by grants.</i>
North-Western Provinces	...	...	78 per cent.	22 per cent.
Oudh	...	...	64 ditto.	36 ditto.

Of those receiving cash wages in the North-Western Provinces 96 per cent. get Rs. 3 per mensem, while the road *chaukidárs* are in receipt of Rs. 3-8-0 and Rs. 4. In Oudh, on the other hand, only 26 per cent. get Rs. 3 or over, and 51 per cent. are expected to subsist on the miserable pittance of Rs. 2 or less per mensem. In the North-West, too, cash wages are practically in all cases paid by Government;

while in Oudh 35 per cent. of the chaukidárs paid in cash have to look to the landholders for their salaries.

327. Putting it briefly, the composition of the forces is practically the same in the two Provinces ; but there is considerable difference—

first, in the proportion the force bears to the population ; and

secondly, in the amount and system of remuneration.

328. The explanation of these variations lies in the fact that the chaukidári system in its original constitution has survived to a much greater extent in Oudh than in the North-Western Provinces. The chaukidárs or, as they were originally called, Goráits or Bulahahs were, under native rule, purely village servants. They were appointed by the zamíndárs to protect the persons and property of the tenantry ; they were used by the zamíndárs to collect rents, and in their private business generally, and were paid by grants of land.

329. To the same source may be traced the caste composition of the force. The Goráit being the servant of the village community was usually a member of the lower or menial classes. The office was as a rule in olden times, and is to some extent even now, considered hereditary. Hence we find a predominance of Dosádhs in Gorakhpur and Basti, of Dhanuks and Bhangis in the Agra and Rohilkhand Divisions, and of Pásis in the districts of the Allahabad Division and in Oudh generally, while the Kanjars and Arakhs are the hereditary chaukidárs of the Bundelkhand districts.

330. In course of time as the responsibilities of landholders with regard to crime diminished, the chaukidár became less and less the servant of the zamíndár, and more and more the servant of the State. In the North-West this process proceeded much more rapidly than in Oudh. In the former province the old system was practically abolished when the local rates Act (XVIII of 1871) was passed. By that enactment a portion of the 10 per cent. cess was set apart for the payment of the rural police. At the recent settlement almost all chaukidárs' jágírs were resumed, and since then the chaukidárs have in the North-West been paid from local rates at a fixed cash salary of Rs. 3 per mensem : the original system survives only in the Gorakhpur and Basti districts and in a portion of Mirzapur.

331. In Oudh, on the other hand, the old constitution is still to a great extent in force. Many attempts have been made to introduce the North-West system into this Province, but without success. It has always been held that under the engagements taken from the zamíndárs at the conclusion of the last revenue settlement the remuneration of the village police was left in their hands, and that any alteration of this system would not only involve a breach of faith, but be of doubtful legality (see G. O. No. 55, dated 4th November 1879). Orders were, however, issued under the authority conveyed in section 39, Act XVIII, 1876 (the Oudh Laws Act) empowering District Officers, in the event of landholders failing to make satisfactory arrangements for the remuneration of the village police, to impose a rate of 6 per cent. on the revenue of their villages and to utilize the sum thus obtained in the provision of cash wages for the chaukidárs of those villages. At the recent revision of settlement, too, attempts have been made by re-arranging chaukidárs' circles to reduce their numbers and to raise the remuneration of those retained in office. No provincial fund, such as exists in the North-West, has, however, been formed, and it has been repeatedly ruled that under existing engagements the surplus of the cash rates in one village cannot legally be applied to providing remuneration for the chaukidár of another estate unless both happen to belong to the same landlord. The large proportion of chaukidárs holding grants in land, and the inadequate salaries drawn by the majority of those receiving cash wages, are due to the causes above enumerated.

332. The question of *jágírs versus* cash wages for the rural police has been discussed in the replies to questions 36—38, Part I (see Volume of Evidence, pages 115—17 and 275—76). The verdict is unanimously in favour of payments in cash wherever practicable. The only advocates of the *jágír* system are one or two zamíndárs who evidently foresee a loss to themselves in the change, and even these acknowledge that the *jágírs* now held are generally insufficient. The only arguments which have been advanced in favour of paying the rural police by grants in land are—

- 1st, that they themselves prefer this system. On examination, this statement has been found to be incorrect; and
- 2nd, that the system attaches the *chaukidár* to the village in which he holds a stake. This last may be true; but at the same time it also gives the zamíndár too great a hold on him, which is undesirable.

The objections to the system are briefly—

- (1) that the *jágírs* are as a rule insufficient to maintain the *chaukidár*;
- (2) that the *chaukidár's* remuneration is dependent on variations of seasons;
- (3) that looking after the cultivation and crops interferes with the performance of the *chaukidár's* legitimate duties;
- (4) that grants in land are difficult to transfer on the decease or dismissal of the *chaukidár*;
- (5) that the system places the *chaukidárs* too much under the influence of the zamíndár, and removes all power from the hands of the District authorities.

333. On the evidence before us we consider that there is no longer any room for doubt that the system of paying the village police by grants in land should if possible be abolished, and that all *chaukidárs* should receive cash wages.

334. In Oudh especially we consider the introduction of cash salaries imperative. Even on legal grounds there is apparently no difficulty as the agreement alluded to in the orders on the subject quoted in paragraph 331 (a copy of which is here given) appears to leave the decision regarding the class of remuneration entirely in the hands of

Dar súrat áriz honé wajh muwajjih ké, Sarkár né intizám maásh Patwá-riáns *Chaukidárán* déhát haziria déné árázi yá zar naqd ké, jo zamindárán ké zimmé áid kiya jáwe, apné ikhtiyár mén rakhá hai.

Circumstances compelling, the Government reserves to itself the right to arrange for the maintenance of the village *patwáris* and *chaukidárs* either by grants in land, or cash payments: the responsibility for providing which rests with the zamíndárs.

Government, while the responsibility for providing the salary either in land or cash, as decided by

Government, remains with the zamíndárs. Financially, too, there seems no reason why the change should not be introduced. Twelve years ago the then Inspector-General of Police (see letter No. 1668A, dated 22nd August 1879, to Chief Secretary to Government) reported that a considerable reduction could be made in the numerical strength of the rural police in Oudh, and that the 6 per cent. cess on the land revenue would provide a sufficient fund to maintain an adequate force. Our inquiries have led us to the same conclusion. In view of the very inadequate salaries drawn by so large a number of the Oudh rural police force, we think steps should be taken to place them with as little delay as possible on the same footing in respect to salaries as their *confreres* in the North-Western Provinces.

335. As regards the Gorakhpur, Basti, and Mirzapur districts, the expense of substituting salaried *chaukidárs* for Goráits supported by *ágírs* may possibly be prohibitive; especially in the two first-named districts, the additional cost entailed by the change, even taking the assessment of the Goráits' *jágírs* into consideration, appears likely to be large, and under the present law no portion of the increase

Suggestions for reform should the introduction of cash salaries prove financially impossible.

in expenditure can be charged to Provincial Revenues. This question, as it affects the Gorakhpur and Basti districts, has already been before Government. It was then decided (see G. O. No. ³⁴⁴_{I—851}, dated 11th March 1889) that, owing to the financial aspect of the matter, no change in existing arrangements should be made. Should this decision be adhered to, we would suggest as an alternative that the Goráits be treated purely as a reporting agency and divided off into circles under a chaukidár to whom they should report. The chaukidár should be made responsible, as jamadár of Goráits, for all reports in his circle, and the attendance of the Goráits at certain times at the police-station should be enforced through him. We do not think it possible to take as much work out of Goráits, or to subject them to as much discipline as chaukidárs; but if their work is not made too onerous, and is mainly confined to the supply of information, there seems no reason why some such system as that sketched out should not be fairly successful. Possibly some similar system might also be evolved for the Oudh districts, in some of which Goráits not borne on the police rolls are said to exist in large numbers. We have put forward this suggestion merely as an alternative in case the substitution of a chaukidári force for Goráits is found financially impossible. We wish it, however, to be distinctly understood that we in no way recede from our original position, that jágírs should be altogether abolished, and all salaries paid in cash if possible.

336. One of the worst features of a system of rural police paid by grants in land is the powerlessness of the District authorities with regard to a force thus organized. Under the present law it is impossible to compel zamíndárs to allot grants sufficient for the Goráits' maintenance; and in the event of a chaukidár vacating his appointment, either by dismissal, retirement or death, no means are available of providing any remuneration for his successor. The first of these difficulties is noticed by Mr. Sherer, late District Superintendent, Mirzapur (see page 116 of the Volume of Evidence), who mentions cases of Goráits having received no remuneration of any sort for years, and having in consequence taken to crime as a means of subsistence. The second objection is alluded to by many witnesses. If, therefore, it is decided that a continuance of this system is necessary on financial grounds, the obligation of the zamíndárs to allot suitable grants of land and to maintain the chaukidárs in possession thereof should be embodied in the Rent and Revenue Acts. Magistrates should also be furnished with summary powers enabling them (1) to compel the provision of sufficient grants, (2) to maintain Goráits in possession, (3) to eject dismissed Goráits, and (4) to dispose of all disputes concerning rights in standing crops when a change of incumbents takes place. These measures are, we consider, necessary to remove the disabilities under which the District authorities now labour in administering a force thus constituted.

337. Turning to the question of the allocation and strength of the rural and road police we have, after a careful examination of the statistics contained in Appendix IV, come to the conclusion that, owing to circumstances varying so considerably, it is impossible to lay down any fixed scale of chaukidárs in proportion to population or inhabited houses which would be applicable to all districts. The present allocation is based on the principle that one chaukidár should ordinarily be sufficient for the watch and ward of one hundred houses. As the population per occupied house, as shown in the returns of the last census, varies from five to six inmates, it has been usually assumed that one hundred houses are equivalent to from 500 to 600 people. This principle has been worked up to in the majority of districts, and has been much exceeded in those districts which contain a large number of outlying hamlets. There are, we notice, only two districts (Azamgarh and Ballia) in which the average population per chaukidár exceeds six hundred, and in these, owing to the density of population and the consequent close massing of people in villages, some variation from the normal scale might be expected. In Jhánsi, where the number of

occupied houses is in excess, the population per chaukidar is considerably below the provincial average. On the whole we consider that the strength of the rural police force in the North-Western Provinces is fairly sufficient, while in many of the Oudh districts it is, as already noticed, in excess of actual requirements.

338. As regards the system of nomination and appointment to this branch of the force: under existing rules the right of nomination is vested in the zamíndár, while the power of appointment rests with the District authorities. The replies to questions 31 and 32, Part I of the Committee's questions contain several suggestions for altering this system. Nearly all Police Officers and many others would divest the zamíndár entirely of his right of nomination on the ground that being the zamíndár's nominee, if it does not make him the zamíndár's servant, at all events places the chaukidár under an objectionable obligation, which more or less destroys his efficiency as a public servant. The advocates of this change would place the right of nomination as well as of appointment in the hands of the District authorities.

339. Some, on the other hand, would maintain the zamíndár's position in respect to the chaukidár because they believe his influence to be beneficial and his power practically unlimited. Another argument in support of this view is, that it would be inadvisable to further diminish the responsibilities of landlords which are already much less than they used to be, and that with decreased powers their responsibilities could not be maintained.

340. Others, again, suggest a compromise. Acting on the principle that a zamíndár's influence is beneficial or the reverse according as the zamíndár himself is respectable or the contrary, they would vest the right to nominate and appoint in the District Officers, giving them power to confer the right of nomination on the really good and influential zamíndárs, and withdraw it from those who seemed likely to misuse their influence. The distinction created by this last suggestion would be of so invidious a nature that we would not recommend its adoption.

341. On the whole we are of opinion that the existing system of nomination and appointment should be maintained. The Magistrate of the district has under the present law ample power to keep a check on nominees put forward by the zamíndárs; and in view of the responsibilities devolving on landholders, we do not think it would be advisable to deprive the zamíndár of his power in this respect. We would, however, insist on nominations being made in writing, and would make Circle Inspectors directly responsible for inquiries into the character and antecedents of nominees.

342. On the subject of caste restrictions in the rural police, the rules now in force are contained in the Inspector-General of Police's Circulars No. 48, dated 7th December 1888, and No. 10, dated 17th July 1890. In the former District Superintendents are enjoined to strive to break up the preponderance of any particular caste among the chaukidárs of their districts, more especially when such castes are criminal. In the latter it is laid down that released convicts and relatives of notorious bad characters should not be admitted into the ranks. The inadvisability of suddenly depriving whole classes, such as Pásis and Bauriahs, of their hereditary employment is also pointed out, and District Superintendents are instructed to hold Circle Inspectors personally responsible for due inquiries being made into the characters and antecedents of nominees. In these instructions we consider no alteration is necessary. The enlistment of a better class in the rural police is no doubt desirable; but, looking to the large preponderance of the menial and *quasi*-criminal classes now in the force, no sudden change appears possible, and the present rules provide for the gradual weeding out of these classes. The fact, too, must be recognized, that on account both of the traditions of

service and the low pay attached to the appointments, it is impossible to obtain any large proportion of men of the higher castes, or to avoid an admixture of the *quasi-criminal* classes. Moreover, we consider it highly inexpedient that men of such classes, who are willing to take up an honest means of livelihood, should be deprived of this, perhaps their only, opening. On the whole, therefore, we would maintain the present rules on this point.

Means of improving the position and prospects of the village *chaukidárs*.

have been suggested.

343 The last point for discussion with reference to the rural police is, whether any means can be devised for improving their position and prospects. To this end three methods

344. The first is increase in pay. This suggestion must, we think, be at once rejected, a rise of but Re. 1 per mensem would entail in the North-Western Provinces alone an additional expenditure of over nine lakhs per annum—a sum which the local cess could not supply. Nothing can therefore be done in this direction.

Increase in pay.

345. The second is the extension to all districts of a system of *jamadárs* or *dafadárs* which has already been tried in several districts of both Provinces. In Oudh this system is as follows : Each district is divided into circles containing from 30 to 40 *chaukidárs*' beats : from among the *chaukidárs* of each circle the best *chaukidár* is selected, as *jamadár* or *dafadár* of that circle, and receives a grant of Rs. 10 for the year from the Margin Fund, equivalent to the grant for rewards in the North-Western Provinces. If he continues to do good service this grant is again allotted to him next year ; if not, it is taken away and given to a more deserving *chaukidár*. This system is practically one of rewards for good service for limited periods, with this disadvantage, that the recipient of the reward has to be selected from a limited number, the rule being that the *jamadár* of a circle must be the best *chaukidár* of a village situate within that circle, and that on no account must an outsider be appointed. In the North-Western Provinces the system is different : *jamadárs* of *chaukidárs* have been appointed chiefly in the western districts to assist in working out cattle-thefts. The system consists in reducing a certain number of *chaukidárs* to provide *jamadárs* on Rs. 6 per mensem over circles. The defects here are that the number of *chaukidárs* is unduly reduced, and that a *chaukidár* once appointed *jamadár* has no further inducement to continued exertions. Another fault inherent in both systems is that the *jamadár*, while supposed to be responsible for his circle, has also to do the work of *chaukidár* in his own village. He cannot both look after the *chaukidárs* of his circle, or wander away in the track of cattle-lifters or receivers, and still protect the interest of those for whose special behoof he has been appointed. For this reason the system has not been a success. Were it possible to appoint a separate *jamadár* on Rs. 6 or even Rs. 5 per mensem for each circle of, say, 25 to 30 *chaukidárs*, there is no doubt a considerable improvement might be effected. But even this would cost from two to three lakhs per annum, and so large an additional expenditure appears prohibitive.

346. The third suggestion seems to be the only practicable one. It is a system of good conduct stripes carrying with them increase of pay on the same lines as the system of good conduct allowances suggested for the regular police. The idea is that for the first act of good service a stripe only should be given, that a second stripe should carry with it an increase of eight annas, and that three stripes should mean an increase of Re. 1 per mensem in the pay of the holder. Stripes and pay would be liable to withdrawal for misconduct. This system has several advantages. It is convenient, effective, elastic, and economical. A grant of some Rs. 12,000 per annum would allow of good conduct allowances at the rate of Re. 1 per mensem being given to about one per cent. of the total force in both Provinces.

Good conduct stripes and allowances.

347. We would recommend the introduction of this system of good conduct stripes and allowances in both Provinces, and the abolition of the present jamadári system which does not appear to have worked well. In the North-Western Provinces a grant of Rs. 12,000 per annum would be sufficient, the allotment to be distributed to districts by the Inspector-General of Police. In Oudh an allotment of Rs. 5,800 per annum is already made from the Margin Fund for jamadárs: this sum might be diverted to the allotment for good conduct allowances, and no further provision would be needed. We wish to make it quite clear that it is not our intention that these good conduct allowances should take the place of the cash rewards hitherto given, but that they should be an addition thereto. We would also impress on District Superintendents and Magistrates that these allowances should be given in special cases only, and either for signal or repeated acts of good service. The improvement proposed is but a small one. No other method, however, suggests itself, the cost of which would, so far as we can judge, be within the means at the disposal of Government. The additional allotment we have recommended could, we think, easily be provided from the Local Rates Fund. In fact, should the proposal prove a success, a further grant might, we think, ultimately be given if funds permitted.

348. Our suggestions for reform in the organization of the rural police may be thus summed up :—

- (1) that the North-Western Provinces system of cash payments should, if possible, be introduced into Oudh, and the districts of the North-Western Provinces in which it is not now in force (paragraphs 333-34);
- (2) that failing this, in the districts where the jágir system prevails, circles should be formed and a jamadár appointed to each: also that the law should be altered to enable Magistrates to deal more effectually with chaukidárs paid by grants of land (paragraphs 335-36);
- (3) that a budget allotment of Rs. 12,000 per annum should be granted to provide good conduct allowances for the rural police in the North-Western Provinces (paragraphs 346-47).

SECTION II.—*Act XX Police.*

349. The Act XX or Town Police is the second branch of the auxiliary forces which constitute the watch and ward agency. The town policeman occupies an intermediate position between the village chaukidár and the municipal constable. In reality he is a chaukidár attached to a large village or small town which, on account of its population or importance from a commercial point of view, has been elevated to the dignity of a small municipality.

350. The numerical strength of these forces entirely depends on the size and population of the towns they have to guard, while their pay is the first charge against the revenue realized by the imposition of the Act XX or chaukidári tax.

Present organization. Details of the force employed in each Act XX town in the United Provinces will be found in Appendix V to this report.

351. The following is an abstract by divisions :—

Statement showing details of the present organisation of the Town Police in the North-Western Provinces and Oudh.

Division.	Number of towns.	Total population.	Number of occupied houses.	Total tax realized under Act XX of 1856.	Number of police allocated.						Cost of force.	Number of occupied houses per head of town police.	Number of inhabitants per head of town police.	Percentage of cost of police to total tax realized.
					Jamadars.		Chaukidars.		Total number employed.					
					No.	Pay per mensem.	No.	Pay per mensem.	Total number employed.					
					Rs.	a.	p.	Rs.	Rs.	Rs.					Rs.
N.-W. Provinces.														
Meerut...	85	394,130	104,114	97,435 10 0	72	5 to 10	742	4 to 6-8	814	Rs.	127.9	484.1	49.3	
Rohilkhand	44	258,726	56,998	43,024 6 0	29	5 to 8	402	4 to 5	431	24,136	132.2	600.2	56.0	
Agra ...	49	240,758	59,330	42,805 5 0	31	5 to 10	418	3-8 to 6-8	449	24,564	132.1	536.2	57.3	
Allahabad	44	209,947	46,825	42,930 9 0	27	5 to 10	396	3-8 to 5-8	423	23,781	110.6	496.3	55.3	
Benares	45	293,722	42,082	39,803 5 0	24	5 to 8-8	402	4 to 5-8	426	23,214	98.7	689.4	58.3	
Jhansi ...	12	50,743	11,652	7,286 3 0	4	5	93	3-8 to 4	97	4,476	120.0	523.1	61.4	
Total, N.-W. Provinces		276	1,448,026	321,001	2,73,285 6 0	187	5 to 10	2,453	3-8 to 6-8	2,640	1,48,761	121.5	548.4	54.4
Oudh.														
Lucknow	22	103,636	21,986	16,462 8 6	18	5 to 8-8	152	3-8 to 5-8	170	9,564	129.3	609.6	58.0	
Sitapur...	11	62,512	11,523	8,578 0 0	6	5-8 to 6-8	81	4-8 to 5	87	5,118	132.4	718.5	59.6	
Fyzabad	15	56,901	11,776	9,308 15 2	9	5-8 to 8-8	78	4 to 4-8	87	4,012	135.3	654.0	43.1	
Rae Bareli	3	9,538	1,965	1,282 11 6	3	4-8	19	3-8	22	960	89.3	433.5	74.8	
Total, Oudh		51	232,587	35,632 3 2	36	4-8 to 8-8	330	3-8 to 5-8	366	19,654	129.1	635.5	55.2	
GRAND TOTAL, N.-W. P. AND OUDH		330	1,680,613	3,08,917 9 2	223	4-8 to 10	2,783	3-8 to 6-8	3,006	1,68,415	122.5	559.1	54.5	

352. The number of inhabited houses per chaukidár varies in the different towns from 70 to 300, and of inhabitants from 200 to 1,000 : the average for the provinces is given in the preceding paragraph.

353. As regards pay the rates vary for jamadárs from Rs. 5 to Rs. 10 and for chaukidárs from Rs. 3-8-0 to Rs. 6-8-0 per mensem. From these rates a deduction of eight annas a month is made on account of clothing, in the North-Western Provinces from the pay of chaukidárs only, and in Oudh from the salaries of both jamadárs and chaukidárs. The net wages are therefore for—

Jamadárs from Rs. 4-8-0 to Rs. 10 and
Chaukidárs from „ 3 to „ 6 per mensem,

354. The percentage of the total tax levied which is actually expended on police varies considerably in different towns, but is as a rule seldom much under 50 or over 60 per cent. The actual percentages are—

North-Western Provinces	...	...	...	...	...	54.4
Oudh	...	...	...	...	...	55.2
United Provinces	...	...	...	...	...	54.5

355. For a force subject to these conditions it is obvious that no hard-and-fast rules of organization or constitution can be laid down. We can only suggest the standards which should in our opinion be aimed at, leaving these to be worked up to or not as circumstances admit.

356. Even in respect to numerical strength it is impossible to lay down any fixed standard as the circumstances of towns differ considerably. Some consist of a compact mass of buildings which could be guarded by a few chaukidárs, while others are composed of scattered hamlets for whose protection a much larger number of chaukidárs in comparison with the population or the number of inhabited sites would be required. As a rule, however, the conditions of these Act XX towns assimilate more closely to those of villages, and we would therefore suggest that the standard to be aimed at should be the same as that laid down for the rural police, *viz.* 100 houses or 500 to 600 population.

357. In the same way as regards caste restrictions for enlistment, the majority of the Act XX towns cannot afford to pay the same salaries as can be offered in large cities, consequently the same class of men cannot be obtained. Here, again, we consider the standard should be the same as for the rural police. Possibly in some of the richer towns a somewhat higher standard might be obtained ; and this should of course be striven for if possible. At the same time it would not, we think, be feasible in the majority of these towns to do more than exclude actual bad characters and these in league with them, and avoid as far as possible a preponderance of the menial and *quasi*-criminal classes.

358. On the subject of pay we are again met with the difficulty of the funds available. Financial possibilities apart we would lay down the rule that the pay of an Act XX chaukidár should not be less than Rs. 4, and of a jamadár not less than Rs. 6 per mensem, excluding deductions on account of clothing, &c. The present standard pay as laid down in G. O. No. ¹⁰⁴²_{XI-10A}, dated 25th May 1884, is Rs. 4 and Rs. 4-8-0 per mensem for chaukidárs, and these rates are, we think, fair enough if clothing deductions are excluded. We notice that in many towns these rates are worked up to and in some exceeded. We consider that every effort should be made to bring the remaining towns at least up to the same standard either by increasing the taxation where possible or reducing the number of the force where increased taxation is impracticable.

359. With regard to this branch of the watch and ward force we have no other suggestions to make.

SECTION III.—*Municipal Police.*

360. *General remarks.*—The third branch of these auxiliary forces is the Municipal Police. This body is the latest development of the village chaukidári system, created by the necessities of large cities: its origin was contemporaneous with the introduction of municipal institutions, and its present constitution dates from the inauguration of the Local Self-Government scheme in these Provinces. In the earlier days of municipal institutions the first charge on municipal revenues (section 25, Act VI, 1868) was the cost of the police employed in watch and ward, prevention and suppression of nuisances, and enforcement of the rules and orders of the Board. Subsequently from time to time Government appears to have imposed on municipalities other charges in connection with police arrangements. These were of three kinds: (1) pay of police employed on the purely provincial duties of investigation and detection of crime; (2) contributions towards general police supervision; and (3) cost of maintenance of police buildings.

361. On the introduction of the Local Self-Government scheme in 1881, it was at first proposed (see Government of India Resolution No. 3514, dated 10th October 1881, paragraph 4) that municipalities should be relieved of all charges on account of police. To this step the Government of these Provinces (see G. O. No. 1666, dated 3rd November 1881) objected, urging that municipalities should at any rate pay for watch and ward; and on this basis the question was finally settled under G. O. No. 358 of 1882. At that time out of 101 municipalities the force employed for watch and ward and other municipal duties consisted in 44 of chaukidárs only and in five altogether of regular police. In 52 a mixed force consisting partly of chaukidárs and partly of regular police was maintained. In the first of these classes the introduction of the new system was easily effected. They were relieved of the charges for supervision and buildings, and have continued to pay for their staff of chaukidárs. In the other two classes comprising 57 municipalities it became necessary to ascertain what proportion of the regular police were employed on municipal duties, and whose pay should consequently be debited to municipal revenues. In making this calculation considerable weight was given to the not altogether disinterested estimates framed by the Boards themselves. As a consequence the proportion of the cost of intra-municipal police debited to Municipal and Provincial Revenues showed considerable variations. Of the municipalities involved in this inquiry 40 were relieved of all charges on account of provincial police. The distribution of charges in the remaining 17 municipalities is given in the following table:—

<i>Municipality.</i>	<i>Percentage debitable to Municipal Revenues.</i>	<i>Percentage debitable to Provincial Funds.</i>
Meerut	46·8	53·2
Agra	47·8	52·2
Farukhabad... ..	48·4	51·6
Bareilly	52·5	47·5
Allahabad	56·6	43·4
Mirzapur	57·9	42·1
Pilibhít	60·1	39·9
Benares	68·3	31·7
Lucknow	72·9	27·1
Muttra	80·0	20·0
Sháhjahánpur	84·3	15·7
Aligarh }	88·6	11·4
Etáwáh }		
Brindaban	90·7	9·3
Nawábganj, Bara Banki	95·4	4·6
Bánda }	100·0	...
Unao }		

362. These figures show plainly that at any rate the Meerut, Agra, Farukhabad, Bareilly, and Allahabad Municipalities were not debited with the full cost of the forces employed on watch and ward.

363. Owing to these miscalculations some municipalities have been obliged to increase their expenditure on police since the re-organization in 1883-84. In others, again, Provincial police have been employed on watch and ward duties. In Agra, for instance, while the municipal expenditure on police has increased from Rs. 19,000 to over Rs. 20,000, the force paid from provincial funds is more than double that employed in Benares, and it is an acknowledged fact that the majority of the Agra city police are engaged in watch and ward duties. The same may be said of Farukhabad and Meerut; while the municipal police in Allahabad and Bareilly are admittedly insufficient for the discharge of the duties assigned to them.

364. The details of the forces now employed in each municipality of the Provinces will be found in Appendix IV to this report. Of the Present organization. Composition of force. 106 municipalities (North-Western Provinces, 80; Oudh, 26) in 93 the forces consist of chaukidárs only. In seven municipal towns regular police alone are employed, while in the remaining six the watch and ward staff consist of mixed bodies composed in part of regular police and in part of chaukidárs. Since 1884 Bareilly has given up chaukidárs entirely and substituted regular police; while Nawábganj, Bara Banki, has adopted the reverse procedure; Meerut, Farukhabad, Mirzapur, Pilibhít, and Unao have given up the mixed force they formerly employed, and now entertain chaukidárs only; while of the five new municipalities three employ chaukidárs and two regular police. These changes point to the conclusion that a mixed force of chaukidárs and constabulary is generally disapproved. In this opinion we thoroughly agree. We think that the watch and ward staff employed in municipalities should be composed either entirely of regular police or entirely of chaukidárs, or, better still, of a force to be called municipal constabulary. Whatever force is employed should, we consider, be entirely apart from the provincial police, and the cost charged altogether to the municipal funds, though its members should be enrolled under Act V of 1861, and be, as at present, under the control of the District Superintendent of Police.

365. The pay of these forces must of course depend on the funds at the disposal of the municipalities concerned. Under present arrangements, Pay and prospects of Municipal Police. the majority of the jamadárs draw Rs. 6 to Rs. 10, and the chaukidárs Rs. 4-8-0 to Rs. 5-8-0 per mensem; but a deduction of eight annas per mensem is made from the pay of all chaukidárs in the North-Western Provinces and all jamadárs and chaukidárs in Oudh. As far as funds permit, we would fix the pay of chaukidárs or municipal constables at Rs. 4 rising to Rs. 6, and of jamadárs or municipal head constables at Rs. 6 rising to Rs. 10 per mensem, exclusive of all deductions. The higher rates of pay should, we think, be approximated to in the larger cities where the cost of living is greater. We would also suggest that to members of the municipal constabulary of good character and below the age of 30 years the prospect should be held out of promotion to the ranks of the regular police.

366. As regards recruitment for this branch in view of the numerous complaints received in respect to the material of which the forces are now composed, we would lay down the rule that, as far as possible, recruitment should be on the lines proposed for the regular police, the low class of city Muhammadans now largely employed being excluded, as far as may be. In the smaller municipalities no hard-and-fast rules on this subject are, we think, possible. The question is one entirely of funds, and unless these smaller towns can afford to pay for a better class, they must be content with the classes from which the Act XX and rural police are drawn.

367. The numerical strength of the municipal watch and ward staff must vary with the conditions of the different cities in which they are employed. In closely-built and compact towns the number Numerical strength. need not necessarily be so large in proportion to population as in cities with many suburbs and covering a large area. On an average, however, we would fix the

standard at, as near as possible, one chaukidár to 600 inhabitants; this should, we think, be sufficient, and all municipalities should be urged to work up to this standard.

Distribution to duties. 368. On the subject of distribution to duties we find that the following systems are now in force:—

- (1) In some of the smaller towns all the chaukidárs are on patrol duty all night, and are also employed on various miscellaneous duties during the day.
- (2) In others where beats have been prescribed, two chaukidárs are told off to each beat, their period of duty being six hours each by night and the same by day.
- (3) In large municipalities the system generally employed is to tell off three chaukidárs to each beat, each chaukidár being on duty for four hours by day and six hours by night, double patrols being posted between 10 P.M. and 4 A.M.

If the force is sufficiently strong, the third of these systems is obviously the best, and we would suggest its adoption wherever practicable.

369. In this connection the proportion of jamadárs or head constables to chaukidárs or constables should also be fixed. At present the average is about 1 to 15 for the Provinces, though in many municipal towns there are no jamadárs and in others the proportion varies from 1 to 25 to 1 to 7. A fair average would, we think, be 1 to 12 or one jamadár or head constable to four beats. This proportion should as far as possible be aimed at.

Quarters. 370. The only other point to be noticed is that of quarters. It would, we think, be advisable that quarters of some kind should in all cases be provided for the municipal police. These we consider necessary, *firstly*, as a *rendezvous* at which the force could be assembled when required and from which they could be told off for patrol duty; and *secondly*, as a place of residence for those who may require it. We would not, however, make residence at these quarters compulsory.

Summary of suggestion for reform in the organization of the municipal police, 371. Our suggestions for reform in the organization of this branch are therefore briefly—

- (1) that the force employed in municipalities should constitute a body entirely apart from the provincial police (paragraph 364);
- (2) that all municipalities should provide a force sufficient to carry out the necessary watch and ward and other municipal duties, such as prevention of nuisances and regulation of traffic (paragraphs 361–63);
- (3) that the strength of this force should be approximately one to six hundred inhabitants (paragraph 367);
- (4) that the method of enlistment, especially in the larger cities, be assimilated as closely as possible to that employed for the regular police (paragraph 366);
- (5) that should funds be available, the pay of the members of this force should not be less than—

Chaukidárs, Rs. 4 to Rs. 6 net	} per mensem (paragraph 365).
Jamadár, Rs. 6 to Rs. 10 net	

- (6) that the proportion of jamadárs to chaukidárs should be fixed at 1 to 12 (paragraph 369);
- (7) that the area to be patrolled should be told off into beats and three chaukidárs employed in each beat (paragraph 368); and
- (8) that quarters should be provided wherever practicable though residence therein should not be compulsory (paragraph 370).

CHAPTER VII.

WORKING OF THE PRESENT LAW IN REGARD TO CRIMINAL TRIBES AND SURVEILLANCE OF CRIMINAL CLASSES.

SECTION I.—*Criminal Tribes.*

372. That offenders against property should be organized in castes, or associations similar to castes, is a result of the peculiar social conditions of India. The caste protects individual offenders, supports their families, secures the bringing up of the children in criminal habits, and prohibits the absorption into the industrial classes of any member who may be minded to leave it. The task of repressing and reclaiming these criminal classes is therefore one of immense difficulty, and has not hitherto been pursued with much success.

General remarks.

373. The criminal classes of these Provinces may be divided into three kinds very distinct from one another. The first kind is ethnically distinct from the Hindu, and in religion, as well as in race, is beyond the pale of Hinduism. Such are the Maghya Doms, the Haburahs, and the Sansiahs. These would seem to be remnants of aboriginal tribes, who have lost, or have never possessed, the industrial habits which would have enabled them to maintain themselves on the land by agriculture or the practice of any handicraft. They are essentially vagrant: most of them are criminal, but even among these tribes a distinction is to be observed. The Bansphor Dom would seem to be of the same race as the Maghya Dom, though differentiated in caste, and the Bansphors are not a criminal tribe, and among the Haburahs and Sansiahs considerable numbers have been reported by the District Magistrates to be settled in villages and to be harmless.

Division of criminal classes.

374. The second kind comprises such castes and semi-castes as the Bauriahs, Barwárs, Dubrahhs, Audhiahs, and Sanauriahs. These have been recruited from the ordinary population. Thus the Barwárs are said to have been Kurmis, and the Audhiahs Banias; the Sanauriahs take in almost all castes. The Barwárs have stiffened into a distinct caste; the Bauriahs freely admit certain other castes; the Sanauriahs are not properly speaking a caste at all, but a confraternity, and a man does not abandon his caste in becoming one of them, nor does his family necessarily become Sanauriahs. The feature common to them all is that they are not wandering tribes, but have settled residences where they live peaceably. They disdain any honest occupation and go abroad, sometimes to very great distances, to thief and swindle. They refrain from the graver offences of robbery and dakáiti, carefully train their boys to the profession, and follow certain regular methods in their operations. They look upon their art as a profession like any other.

375. The third kind comprises such extensive castes as Aheriahs, Gújars, Pásis, Bhars, and Dusádhs. Of these it is not to be said that the caste is wholly criminal or depends upon crime for support. They are castes low in the social scale, of improvident habits, and more or less averse to steady labour. Consequently many of the men become thieves, robbers or dakáits, and receive a certain amount of sympathy and support from their caste brethren. These castes are not criminal tribes in the proper sense of the term; but it is true of them that they furnish a much larger proportion of criminals than the more respectable castes.

376. The feeling that special legislation was necessary for the purpose of

Special legislation for repressing and controlling criminal tribes, Appendix XII.

repressing and controlling these tribes and of reclaiming them to industrial pursuits, found expression in the Criminal Tribes Act of 1871, which contains provisions of great apparent stringency. A full account of the criminal tribe and of the operations under the Act is given in the note by our colleague, Mr. D. T. Roberts, forming Appendix XII to this report, and we are obliged to concur in the opinion there stated, that hitherto the Act has proved a failure.

Committee's views on Appendix XII.

377. We are also generally in accord with the conclusions given on page 24 *et seq.* of the note. The specific recommendations we would make in this regard are—

(1) that in view of the ill-success hitherto of operations under the Criminal

Further extension of Criminal Tribes' Act not at present required.

Tribes' Act, it should not be extended at present to include any tribes beyond those already proclaimed, and that efforts should be concentrated on the Barwárs and Sansiahs until further experience is gained.

(2) that although there is not much hope that there will be more success

Sanauriahs to be retained under the Act.

with the Sanauriahs in the future than there has been in the past, if only for the reason that the vast majority of these people (about 1,400) live outside British territory, yet, in view of the provision of land made for them, and of the fact that the repressive measures at all events tend to prevent any increase of their numbers within British territory, the Lalitpur Sanauriahs should remain under the Act. The special police, however, quartered on the Sanauriahs seem to be useless and open to reduction. A small addition to the thána police would probably be quite sufficient.

(3) that the few Aheriahs and Haburahs in the Etah district, who are under

Aheriahs and Haburahs to be exempted from the operation of the Act.

proclamation, should be exempted for the reasons given in the note. Such of them as are known bad characters should be kept under ordinary surveillance.

(4) that with reference to the proposal in the note to render effective section

Proposal to amend section 401, Indian Penal Code.

401 of the Indian Penal Code, the amendment of that section proposed by Mr. Justice Straight should be adopted. Thus amended, the section would be as follows :—

Whoever being a member of any *proclaimed criminal tribe*, or wandering or other gang of persons, associated for the purpose of habitually committing theft or robbery, and not being a gang of thags or dakáits, is found in any place whether public or private under such circumstances as to satisfy the Court before which he is brought that he was about to commit or to aid in the commission of theft or robbery, or was waiting for an opportunity to commit theft or robbery, shall be punished with rigorous imprisonment for a term which may extend to seven years, and shall also be liable to fine.

378. The efforts made to reclaim criminal tribes have been hitherto mainly

Agriculture not a suitable employment for members of criminal tribes.

directed to make them agriculturists. We desire to point out that one main cause of failure is the fact which has been much overlooked, that agriculture is a difficult and precarious profession, more difficult to learn and more uncertain to depend upon than is usually understood. To expect that tribes untrained to labour and impatient of control will take to agriculture at once and earn a living by it is rather a chimerical hope. Before they can become cultivators on their own account it is necessary first to habituate them to regular labour in field work under discipline, and this might be

managed by reclamation schemes on which they could be employed under restraint and forced to work. Merely to supply them with land, seed, and stock is ineffectual; they will only learn agriculture when it is taught under the same restraints and compulsion as those by which handicrafts are taught within the four walls of a jail.

SECTION II.—*Habitual offenders.*

379. Next after the question of dealing with criminal tribes in the aggregate Panjáb Government comes the question of dealing with individual habitual draft Bill. offenders. In this connection we have carefully considered the draft Bill for the surveillance of habitual offenders proposed by the Panjáb Government, and have no hesitation in expressing our approval of the principle on which it is based. A kind of police surveillance is, indeed, at present exercised over time-expired convicts and persons of notoriously bad character, and registers of such persons are kept up in every police-station; but this surveillance lacks legal warrant, and is not supported by any legal sanction. There is no penalty for evading surveillance, and on the other hand there is no responsible authority to determine the persons over whom surveillance is necessary.

On the first point we are not disposed, after the experience we have had of the Surveillance should be Criminal Tribes Act, to be too sanguine of good results from legalized. the penalties attached to the evasion of surveillance (and the proposed rules of surveillance reproduce those of the Criminal Tribes Act); but we think that, in many cases, a strict surveillance may prove beneficial, and have no doubt that if there is to be any surveillance at all, it should be legalized, and worked on system. We would observe, too, that in respect of the restriction of liberty and the hardship in particular cases that may be occasioned by rules of surveillance, the proposals of the draft Bill do not really go further than the English Act 34 and 35 Victoria, Cap. 112.

380. The proposal to amend the law for taking security from bad characters (section 4 of the draft Bill) commends itself to us on many grounds. It will be highly convenient to give Magistrates the Proposal to amend the law for taking security from bad characters. option of imposing surveillance instead of sending suspects to prison in default of security, and the register of suspects under surveillance should do away with the necessity of keeping up the present register of bad characters. This would remove the objection to a public register of mere suspects taken by the Allahabad High Court, and quoted in paragraph 4 of the Government of India's letter forwarding the Draft Bill (No. $\frac{1}{421}$, dated 31st May 1890, to Government, North-Western Provinces). It is impossible to make the present register of bad characters a strictly secret one. The suspected man invariably knows that his name is entered, so does the chaukidár of his village, and so do his neighbours. Under the proposed system no one would be subjected to surveillance until after inquiry before a Magistrate, and he would have the option of giving bail or of proving his good character. The present police register No. 10 (bad characters) would therefore disappear, and in lieu thereof a surveillance register would be kept up under the Act. This would not interfere with the keeping up of a confidential note-book by Police Officers in charge of stations of suspected bad characters not yet brought on to the register. The present register of time-expired convicts which was originally started as a register of reference and not of surveillance will remain as a register of reference only, and surveillance will be exercised over those ex-convicts only who are certified as habituals under the Act. Further, the proposed amendment removes to a great extent that anomalous feature of the law which practically makes of "bad repute" a special offence punishable by imprisonment. For in practice the tender of security means failure of proof that to take security was necessary.

A Magistrate rarely calls upon a person suspected to be an habitual thief to give security with any expectation that he is likely to give it. Hence arises the spasmodic and unequal action of Magistrates under the security sections. It is felt to be an impossible measure to imprison all the reputed bad characters of a district, and, if all were imprisoned the state of things would be just the same again at the end of a year. The proposed amendment therefore would render it easy to apply the security sections to an extent that at present would be impolitic, if not impossible.

Committee's proposals
on draft Act.

381. On the drafting of the proposed Act, we submit the following recommendations :—

(1) For the definition of "habitual offender" given in the draft, should be substituted the following, based upon the definition for the purpose of jail discipline given in India Resolution No. $\frac{27}{1804-14}$, dated 14th December 1886 (*vide* Manual of Government Orders, VI, page 125). The list of offences is modified from that given in the Police Manual for the register of time-expired convicts, by the addition of the offences of mischief by poisoning and cheating.

Definition suggested. "For the purposes of this Act the term 'habitual offender' shall mean—

"A convicted person so classed by the Court or Magistrate trying the case—

- (i) because he has been convicted of an offence punishable under chapter XII or XVII of the Indian Penal Code with three years' imprisonment or upwards, and has been previously punished on conviction for an offence under either of these chapters, and similarly punishable; or
- (ii) because from circumstances which have transpired during the trial of a charge of any of the following offences :—
 - (1) dakáiti;
 - (2) thaggi;
 - (3) belonging to a band of dakáits;
 - (4) theft by administering poisonous drugs, or mischief by poisoning under sections 428, 429, Indian Penal Code;
 - (5) highway robbery;
 - (6) house-breaking under sections 455, 457, 458, 459 or 460, Indian Penal Code;
 - (7) offences relating to coin or stamps (chapter XII, Indian Penal Code) punishable with imprisonment for three years or upwards;
 - (8) cheating;
 - (9) theft;
 - (10) receiving stolen property—

the Court or Magistrate believes the convicted person to depend on crime as a means of livelihood, or to have attained such an eminence in crime as to warrant his being so classed."

2. The proposed amendment to section 123 of the Code of Criminal Procedure (section 4 of the draft) entails also a corresponding amendment to section 124 in order to confer power to release from surveillance.

Amendment of section
123, Criminal Procedure
Code.

3. We would confine whipping (section 8) to juvenile offenders.

Amendment of section
8 of the draft Bill.

382. In section 12 of the Bill a proposal is drafted on the subject of compensation to be assessed on localities in which certain kinds of mischief are committed and the offender cannot be traced. We are of opinion that this provision is not needed in these

The compensation provisions of the draft Bill not needed in these Provinces.

Provinces,

We are not aware of any cases in which incendiarism could be put down in the way proposed, and the deputation of special police under Act V of 1861 has hitherto been found sufficient to preserve the peace in disputed tracts. In these Provinces, we have had experience of an extensive conspiracy to poison cattle for the sake of the hides, and there was no difficulty in dealing with it as soon as the real cause of the apparent murrain among cattle was discovered. In the case referred to, the proposal of the Panjáb Government would have been of no use, for the criminals were not located in one tract, but included Chamárs all over the country, and it would have been unjust to levy compensation on the innocent villagers who were also the sufferers.

383. In connection with this subject one of our members, Mr. J. Michel, conceives that surveillance might be exercised and crime traced by means of caste or tribal heads, and his proposal is printed as Appendix XIII to this report. It seems sufficient to say of this proposal that it does not appear to the other members that the scheme could be practically worked.

384. Another amendment of the law relating to habitual offenders has been suggested by the Madras Government with a view to facilitate the passing of enhanced sentences on second conviction. Instead of committing such offenders to the sessions, it should be sufficient to forward the record to the Sessions Court, which may then pass such order as it thinks fit in the same way as under section 349 of Criminal Procedure Code, a Magistrate of the second or third class after trial may forward the record to the District or Sub-Divisional Magistrate when he considers that the accused should receive a severer punishment than he is empowered to inflict. Another similar provision is that obtaining in the matter of requiring security from bad characters under section 123. If the period for which security is required exceeds one year, and the security is not forthcoming, the record is to be forwarded to the Judge for orders. We are decidedly of opinion that a change in the law in this direction would be beneficial. The cases committed to the Sessions under section 75, Indian Penal Code, are usually of the simplest kind; but great hardship is inflicted upon the complainants and witnesses by compelling them to repeat their evidence, after a long interval, in the Sessions Court, and miscarriage of justice sometimes occurs from the desire of complainants and witnesses to escape attendance at the Sessions. The case may be instanced of a professional thief caught in the act at a fair, and promptly tried and convicted before the Magistrate in charge. The complainants and witnesses, probably residents of a distant district, would be most unwilling to give evidence if the result were to be that they would be required to return from a long distance to repeat their evidence a month or two later.

In supporting this proposed amendment we would, however, point out that the advantage of it would be nullified if, as in the Madras proposal, the prisoners were allowed the option of being re-tried in the Sessions Court. It would of course be open to the Judge to try the case *de novo*; but the option should rest with him and not with the accused.

385. In the revision of the Code of Criminal Procedure in 1882 the definition of the bad characters from whom security could be required was amended and the scope of it restricted. The words "of notoriously bad livelihood or is a dangerous character" (section 505, Act X of 1872) were *deleted*, and the words "or that he habitually commits extortion or in order to the committing of extortion habitually puts or attempts to put persons in fear of injury" (section 110, Act X of 1882) were substituted. In our opinion the present definition is too narrow. It does not provide for those bad characters who in large towns especially

are a terror to their neighbours without actually practising extortion within the meaning of the Code. There is a general consensus of opinion that fear of future insult is one of the chief reasons why respectable men will not give the evidence necessary for the conviction of these bullies who, as long as they refrain from actual extortion, are safe from the operations of section 110. It is of course impossible entirely to protect the feeble respectabilities who are too timid to seek the protection of the law, but much may be done by bringing these terrorists within the security sections. The amendment suggested by Mr. Justice Straight would seem to meet the case and is recommended for adoption. By this amendment in section 110, Criminal Procedure Code, in lieu of the words—

“In order to the committing of extortion habitually puts or attempts to put persons in fear of injury”
would be substituted the words—

“Habitually commits criminal intimidation, insult or annoyance.”

386. The procedure in security cases is also open to amendment. The rule requiring the Magistrate in his preliminary order to finally make up his mind what security, and for what term, he will demand is highly inconvenient in all cases, whether for the peace or good behaviour. We would in concurrence with the view expressed by Mr. Justice Straight recommend that

Proposed amendment of section 112, Criminal Procedure Code, with regard to the procedure preliminary to taking security.

the preliminary order should be limited to a brief statement of the information on which it has been founded, and a notice to the party to appear and show cause why security should not be demanded from him. When after the hearing the Magistrate has made up his mind as to the amount of the security and the term to be covered by it, an opportunity should be offered to the party to obtain such security within a specified period, and during such period the accused should be allowed to go at large on bail, in the ordinary way or in default remain in custody.

SECTION III.—*Identification of habituals.*

387. One great difficulty in the way of dealing with habitual offenders is that of identifying them, and of proving previous convictions against them. They conceal their residences and give false names, and the increasing facilities for inter-communication between districts is all in their favour. The simple and effective method of branding or tattooing in certain cases, though not offensive to native sentiment, as the Committee has ascertained from witnesses examined, is not one which an English Government in the present day would be prepared to adopt. There has, however, been lately brought to notice a scientific system of identification based upon anthropometry, an account of which is given in a note by Mr. E. J. Kitts (see replies by District Officers and District Superintendents of Police to question 46, part I), and we are disposed to recommend it for trial in one Central Jail at least. From this trial it might be ascertained whether the scheme is suitable to India and a simplified system of classification might be discovered. It would also, we think, be worth while to institute some experimental inquiries into the practicability of working the system of thumb marks. An interesting paper on the subject by F. Galton, F.R.S., will be found in the Philosophical Transactions of the Royal Society of London, Volume 182, published in 1891. If it could be worked, there is this to be said for the system that impressions taken on paper would be more accurate and less open to question than measurements made by unscientific persons.

388. For the purpose of facilitating identification of the thieves and swindlers who make the railway lines their chief field of operations, we would recommend that all such offenders should on conviction be confined in Central Jails specially chosen for that purpose. The most suitable would probably be Allahabad, Lucknow, and Agra.

Identification of railway thieves.

389. The following is a summary of our proposals in this chapter :—

- (1) With regard to criminal tribes. That the operations of the Criminal Tribes Act should be for the present restricted to Barwárs, Sansiahs, and Sanauriahs, and that the Aheriahs and Haburahs be exempted [paragraph 377(1—3)].
- (2) That section 401, Indian Penal Code, should be amended on the analogy of the English Proclaimed Offenders Act [paragraph 377(4)].
- (3) That some means of livelihood other than agriculture should be provided for proclaimed criminal tribes (paragraph 378).
- (4) On the subject of habitual offenders. That the Panjáb draft Act regarding surveillance should be adopted, with certain amendments suggested in paragraph 381.
- (5) That the proposal of the Madras High Court to extend section 349, Criminal Procedure Code, to the case of habituals convicted under section 75, Indian Penal Code, should be adopted (paragraph 384).
- (6) That certain amendments should be made in sections 110 and 112, Criminal Procedure Code, with a view to include habitual bullies under the category of those from whom security should be demanded, and also in order to simplify the procedure preliminary to taking security (paragraphs 385-86).
- (7) With regard to identification of habituals. That anthropometry and a system of identification by thumb-marks should be experimentally tried in one or two of the Central Jails of the Provinces, and that railway thieves convicted as habituals should be confined in certain specially selected jails (paragraphs 387-88).



CHAPTER VIII.

MEANS OF LIGHTENING POLICE WORK, ESPECIALLY CLERICAL WORK, AT HEAD-QUARTERS.

390. SEVERAL of the suggestions already made by the Committee will have the effect, if carried out, of more or less reducing the regular work of the force.

391. The proposal that petty thefts and burglaries should not ordinarily be enquired into except at the express request of the complainant will, as already shown (paragraphs 98 and 99), considerably lighten the work of the investigating staff; while if, as recommended (see paragraphs 101 to 107), cases of theft and receiving stolen property triable summarily are made bailable, a good deal of work in the shape of escort duties will be saved to the subordinate staff. The proposal to encourage written reports (paragraphs 84 to 90) will also if successful be of great assistance to the station writer. The instruction regarding curtailment and simplification of special diaries, and the orders to avoid as far as possible recording statements in full under section 161, Criminal Procedure Code (paragraphs 78 and 79), will materially lessen the work of the police at investigations. All these proposals combine this with other more important advantages which have already been detailed.

392. There is, however, one proposal, that of removing the duty of process-serving in non-cognizable cases from the hands of the police which has been made mainly with a view to lightening the outdoor work of the subordinate staff at stations. The subject has been discussed in the replies to question 13, Part III, and the opinions given may be thus summed up. Almost all officers agree that the removal of this duty would give appreciable relief, but not sufficient to allow of any reduction in the strength of the force. Not a few are in favour of keeping this duty in the hands of the police. The reasons given for this opinion are (1) that the police practically do the work for nothing and that its removal would entail extra expense; and (2) that it is the only duty which forces constables to move about their beats, and thus obliges them to gain some knowledge of their circles. In this connection it is suggested that the duty of serving summonses should be retained by the police in rural circles where it is not so onerous, and where knowledge of beats is more essential, and effected by some other agency in urban stations where the duty is exceedingly heavy, and where, owing to the smallness of the area to be covered, a knowledge of the circle is more easily obtained.

393. On the other hand the advocates of the proposal argue (1) that the duty requires no intelligence, and that a lower-paid agency would therefore suffice; (2) that though the removal of this duty would allow of no actual reduction in the numerical strength of the force, it would to a very great extent set men free to employ their time in the more legitimate duties of watching criminals, and such like: and (3) that the measure proposed would keep the police from interfering with the people in petty cases—an object the attainment of which is most desirable.

394. The arguments in favour of this proposal appear to us to outweigh those against it. It is acknowledged by all that this duty is much heavier in cities than in villages, and almost all the officers who would keep the work in the hands of the police in rural circles are strongly in favour of its removal in city stations. This suggestion must, we think, be rejected, as it would obviously be highly inconvenient to have two agencies at work carrying out the same duty. We are also not disposed to

attach much weight to the second of the arguments advanced by the opponents of the proposal, *i.e.*, the loss of opportunity of acquiring local knowledge. It would, we think, be quite possible for constables to evade the work of process-serving by making it over to chaukidárs, as indeed they are believed to do now, thereby assigning to the rural police a duty in which it is most undesirable they should be employed. Moreover, we are very strongly of opinion that the police should, as far as possible, be restrained from unnecessary interference with the people in petty and personal cases which in no way affect public interests. We hold, too, that the time of the men could be much more profitably occupied in other duties in the discharge of which a knowledge of their beats could equally well be obtained.

395. The increase in expense occasioned by this change would, we think, be found practically "*nil*" as the staff of peons now employed at tahsils for the service of processes in revenue cases would in most instances be found sufficient for this duty also. It might be found necessary to add a few extra hands here and there, and this might be done in accordance with the scale for revenue process-servers as laid down in the Board's Circulars. The actual income realised from fees for process-serving in criminal cases amounted during 1889 to over Rs. 41,000, and we are convinced that this sum would more than cover any expense likely to be incurred. We would recommend that the police be relieved of the duty of serving summonses in non-cognizable cases, and that this work be, as is already the practice in the Lower Provinces, discharged by the *názir*, and his staff of peons at tahsils.

Lightening of clerical
work at head-quarters.

396. The clerical work at head-quarters may be divided into four heads:—

- | | |
|----------------|--------------|
| (1) Accounts. | (3) Returns. |
| (2) Registers. | (4) Reports. |

397. Though the system of accounts is practically the same in all District Superintendents of Police's offices, the books are not always in the same form, nor are the accounts kept under the same sub-heads. In all offices cash-books, contingent registers, and order-books both in English and vernacular are maintained, and in some offices, in addition to the entry of all orders for disbursements in the office order-books (both English and vernacular) printed orders in foil and counterfoil are also employed. Where these are used no payment is said ever to be made without the issue of one of these payment orders signed by the District Superintendent: this order takes the place of a voucher in the hands of the Vernacular Accountant, and the English counterfoil enables the District Superintendent to check the cash-books and registers.

398. We are of opinion that this system of foil and counterfoil payment orders makes it unnecessary to enter orders for disbursements in the English order-book, and also obviates the necessity for keeping up the vernacular order-book which contains nothing but copies of payment orders. We would maintain the cash-book and counterfoil register as at present, and would add a ledger account showing budget allotments and daily totals of receipts and charges under each head of account not included in the contingent register: this would enable District Superintendents to check their accounts up to any date, and would facilitate the compilation of the periodical returns of receipts and expenditure.

399. We are of opinion that all accountants in police offices should know both English and Urdu, and should be able to keep their accounts in English. If this rule was observed—and with the proposed separate clerical establishment there is no reason why the change should not be made—no vernacular account-books would be necessary, and the work of accountants could be reduced by one-half. Until accountants who know English are appointed, the accounts must be kept, as now, in English and vernacular.

400. Regarding the form in which, and the sub-heads under which, the accounts should be kept we would suggest that these points be settled by an officer of the Accounts Department specially deputed for the purpose. The adoption of one uniform system of accounts in all police offices, including the Inspector-General's, would, we think, tend not only to lessen the work under this head, but to simplify the preparation of returns and the audit of police accounts in the Accountant-General's Office. In this connection we would point out that police accountants appear to be the only class of officials with public moneys passing through their hands who are not required to furnish security. We think this should be rectified.

Registers (English and vernacular) in District Superintendents' offices.

401. After a careful scrutiny of all the registers now maintained in District Superintendents' offices, we have come to the following conclusions :—

- (1) that the English registers now prescribed cannot be in any way reduced. The only register at all objected to is the English crime register, which, until lately, District Superintendents have been obliged to keep up with their own hands. This order has now been rescinded, and it is optional with District Superintendents to write up this register themselves or make the duty over to the Assistant District Superintendent or Reserve Inspector. We would make no further change in this direction. Indeed we think that District Superintendents would do well if they all (as some already have) refused to avail themselves of even this measure of relief. There is no doubt that District Superintendents gain a distinct advantage by keeping up this register themselves. But while we would impress on all District Superintendents the desirability of adopting this course, we do not think it should be made obligatory, as press of work and other causes might render compliance with such a rule difficult;
- (2) that the vernacular order-book and cash-book might (as already noticed) be abolished if Accountants knew English; and
- (3) that the *Chanda* Fund accounts need only be kept up at the eight troop head-quarters.

No other changes in the vernacular registers appear possible.

402. The registers prescribed for the office of Court Inspector are eight in number, as marginally noted. Of these No. (2) will be considerably reduced in bulk by the transfer of the duty of serving summonses in non-cognizable cases to the Názir's establishment; No. (7) could, we think, be done away with, but only on the distinct understanding that the Court Inspector and his staff have access to the similar register maintained under High Court's orders by the Magistrate's record-keeper.
- | | |
|---|--|
| <p>Court Inspector's registers—</p> <ol style="list-style-type: none"> (1) Order-book. (2) Register of warrants, summonses, &c. (3) Málkhána register— <ol style="list-style-type: none"> (a) intestate. (b) unclaimed. (c) in cases under trial. (4) Lock-up register. (5) Register of attendance of witnesses. (6) Register of absconded offenders. (7) Register of twice-convicted offenders. (8) Register of convictions under the Excise and Opium Acts. | <p>We would also suggest that previous convictions under the Excise, Opium, and Gambling Acts should, with the permission of the High Court, be added to register No. (9), "Alphabetical register of convictions" [see High Court Circular Orders (Criminal), chapter XI, page 71]. If this were done, register No. (8) might also be abolished.</p> |
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All the other registers must, we think, be maintained.

403. On the subject of periodical returns we would make the following suggestions :—

- 1.—*Monthly returns*.—Among these the "monthly present state" appears unnecessarily complicated. The object of this return is to ascertain the actual allocation of the force in each district, and the number of

men available in the reserve at the commencement of each month, and for this purpose a much simpler form than that now prescribed would amply suffice. We would also note that the Police Remount Fund account need now only be submitted from troop headquarters.

2. *Quarterly returns.*—The following might, we think, be dispensed with altogether :—

- (a) *Quarterly return of special crime.*—The Deputy Inspector-General in charge keeps up a narrative register of all such crimes compiled from the special reports, this return is therefore unnecessary.
- (b) *Quarterly report of discipline of mounted constables.*—This is no longer needed as troop headquarters have been established under the special charge of a Deputy Inspector-General.
- (c) *Quarterly return of escapes from custody.*—Special reports are submitted in each case, and a provincial return might be compiled in the Inspector-General's office if required. Some officers also desire the abolition of the "*quarterly punishment return*;" but if punishments are omitted from the monthly present state, with which they have no concern, this return must, we think, be retained. We would also suggest that the "*return of pension cases pending sanction*" should be so amended as to include pension and gratuity cases pending in District Superintendent's offices, as well as those pending the sanction of the Inspector-General. The object of this return is, we presume, to prevent delay in the disposal of this class of cases : and a late case which came to light at Sháhjahánpur showed that these cases are as likely to be delayed in one office as in the other.

3. *Half-yearly returns.*—Two of these returns, viz., "*the detailed narrative of crime*" and "*the statement illustrative of the mode of dealing with offences against property*" now submitted to the Commissioner of the Division might, we think, be discontinued. The remainder should be maintained.

4. *Annual returns.*—None of these can be altogether abolished, though the following might be simplified or reduced in number or size :—

- (a) "The statement of horses purchased for the mounted police" and "the indent for horse and camel saddlery and accoutrements." Need now only be submitted from troop headquarters.

- (b) "The indent for clothing," "the indent for arms and accoutrements," "the indent for chevrons." Now three separate returns might, if the clothing arrangements are placed under one Deputy Inspector-General, be amalgamated.

- (c) "The annual report on Inspectors," "the statement showing the number of investigating officers whose knowledge of law and procedure has been tested," "the return showing cases in which the procedure of the police has been animadverted on by the Courts." The Committee's proposals for the submission of annual reports on the character and qualifications of each member of the investigating staff will necessitate the amalgamation of these three returns.

- (d) "The return of cattle-thefts." "The memorandum of cattle strays." These might be made into one return, and the returns of this class of crime might be greatly simplified : they are at present unnecessarily complicated.

- (e) "The returns of robbery and dakáiti cases." In these also the classification of crime appears too minute and the statements too intricate.

- (f) the crime statements submitted with the Annual Administration Reports.

In view of the Committee's suggestions regarding tests of police work, these statements will have to be considerably modified, petty offences, the inquiry into which is dependent on the will of complainants, being shown separately.

- (g) the statements of scrutiny over time-expired convicts, and the statements showing method of recovering stolen property.

In lieu of these it might be sufficient to prescribe separate paragraphs in the annual report. No separate returns seem called for.

These changes will considerably diminish the work of the District Superintendents' English office so far as the periodical returns are concerned.

404. Another class of return which is unnecessarily numerous and voluminous is "the special reports of crime." These are submitted under existing orders in the following classes of cases, and to the officers noted against each:—

(a) In cases of dakáiti, poisoning, and robbery ...	3 copies ...	{ Inspector-General of Police ... 2 Commissioner ... 1
(b) In post-office frauds, thefts of notes or hundijs from letters ...	3 copies ...	{ Inspector-General of Police ... 1 Commissioner ... 1 Assistant Inspector-General of Post-Offices, Calcutta ... 1
(c) In cases of defalcation of public money ...	3 copies ...	{ Inspector-General of Police ... 1 Commissioner ... 1 Accountant-General ... 1
(d) In cases of thaggi, satti, torture by police, infanticide, murder, house-breaking over Rs. 1,000, escape from police custody, forgery of currency notes, and selling obscene literature ...	2 copies ...	{ Inspector-General of Police ... 1 Commissioner ... 1
(e) In cases of kidnapping ...	1 copy ...	Commissioner.

With respect to this list we would make the following suggestions: (1) that the crimes of kidnapping and selling obscene literature be altogether omitted: District Superintendents being instructed to report such cases demi-officially if necessary in the same way as they now do cases in which Europeans are concerned; (2) that all copies of special reports sent to Commissioners of Divisions (except those submitted with the Annual Administration Reports) be discontinued. The Magistrate of the District is bound under G. O. No. ¹³¹~~VIII-482~~, dated 9th April 1887 (Manual of Government Orders, VIII, 61) to report all these cases demi-officially to Government, and to send copies of his reports to the Commissioner of the Division, who can, if he wishes, call for any special report, their submission in every case appears therefore superfluous, and as a matter of fact does no good as the only notice taken by the Commissioner in 19 cases out of 20 is the issue of a formal docket to the effect that further report is awaited; and (3) that in cases of robbery and poisoning it would be sufficient to send one copy of the special report to the Deputy Inspector-General in charge of special crime; but that in dakáiti cases the two copies sent to the Inspector-General of Police's Office should be continued.

405. Another direction in which we think some reduction in clerical work might be effected is in the preparation of pension papers. The present practice is to make four copies of these voluminous records in all cases, whether the applicants are in superior or inferior service. The Inspector-General of Police and the Secretary to Government (Financial Department) have been consulted on the subject, and are of opinion* that in neither class of case are more than three fair copies required.

* From Inspector-General of Police, N.-W. P. and Oudh, No. 183F.C., dated 1st March 1891.

From Secretary to Government, Financial Department, No. ¹⁸²⁸~~X-256~~, dated 18th March 1891.

406. The clerical work in head-quarters' offices might be still further reduced by the free use of printed forms and by the supply of copying presses to all offices. On the former subject, no definite rules can be laid down. All prescribed forms should, however, be in type, and District Superintendents should be encouraged to make use of printing or lithography wherever practicable. We would allow them to use any savings in their contract or stationery grants for this purpose. The saving in clerical work which could be effected by supplying copying presses or Multiscriptors to District Superintendents' offices cannot, we think, be over-estimated. The number of notices, proclamations, descriptive-rolls, &c., which have to be distributed to police-stations is estimated by District Superintendents at about 1,600 per annum per station. The larger the district, the greater would be the number of these papers. In the Allahabad district for instance five per diem would be a low estimate; and of each notice, proclamation, or descriptive-roll 34 copies have to be made, one for each thána, making a total of $34 \times 5 = 170$ copies. Estimating five minutes for each copy, this work would occupy two copyists seven hours each. In January last, the Committee purchased, as an experiment, a small typograph (cost Rs. 22-12-0) from Messrs. Newman & Co., Calcutta. This machine has since been at work in the office of the District Superintendent of Allahabad, who reports that he can print off with it 34 copies of a circular order in half an hour, every copy being plainly legible. Every District Superintendent's office should be supplied with one of these machines. The saving in clerical work by this plan alone would be incalculable; and not only would time and expense be saved, but absolute accuracy would be ensured as each duplicate of the original order would be not a copy, but a *fac simile*.

407. Turning next to the registers kept up under existing rules in police-stations, a list of which will be found at page 296 of the old Police Manual: we have considered carefully the case of each of these registers, and are of opinion that none of them, except perhaps "the register of receipts and despatch of letters by post" can be entirely done away with. All receipts and despatches are, we find, entered in the daily diary also. If it is considered advisable to maintain what is called "Register No. 20," the "dák receipt and despatch-book," the duplicate entries in the daily diary might be discontinued, as there is no necessity for double entries.

408. Though we consider the entire abolition of any other of the existing station registers to be inadvisable, we are of opinion that several of them might be simplified, reduced in bulk, and the clerical labour involved in their preparation considerably diminished: to this end we would make the following suggestions:—

- (1) With reference to the preparation of registers 1 and 2, "*the daily and special diaries*," we would suggest the use of transfer or carbon paper in writing these registers. This plan has been tried in the Allahabad district, and has proved an entire success. By the adoption of this course, the clerical labour entailed in preparing these bulky documents would be reduced by exactly one-half. The writing is legible and indelible, and the great advantages of this process are that the copy must be accurate, being a *fac simile* of the original, and that once made, it cannot subsequently be altered. The preparation of both copies of these documents simultaneously should also ensure their punctual submission—a point to which we attach great importance. The expense of this proposal would be little or nothing, as investigating officers would gladly supply themselves with the necessary materials; while the supply of carbon paper and indelible pencils to stations would cost a mere trifle.

The question of reducing the length of special diaries has already been dealt with. Our suggestions that investigating officers should be specially trained in diary writing in the training school; that the practice of taking down statements in full should be discouraged, and that District Superintendents should insist on conciseness of style and the omission of all irrelevant and extraneous matter, are, we think, sufficient to meet the complaints regarding the prolixity and irrelevancy of these documents. It is the District Superintendent of Police, and he alone, who can really effect reform in this matter. We would also draw the attention of Departmental authorities to the length of daily diaries which, we think, might possibly be somewhat reduced in bulk.

(2) *Register No. 3, check receipt-books.*—The instructions now in force for the preparation of this register are contained in Police Circular No. 22, dated 1st December

1886. Under these orders, all reports of offences, whether made orally or in writing, have to be taken down word for word, and three copies made in the register of charges or check receipt-book, the substance of the complaint being also entered in the daily diary. Of the three copies, one is retained in the station, one is given to the complainant, and the third is sent to the Magistrate, and ultimately forms the basis of the judicial record. This procedure entails the preparation of four statements of each complaint in detail, the original and three copies and two abstracts, one in the daily diary kept at the station and the other in the copy sent to the District Superintendent's Office. In all cases of serious crime, another word-for-word copy of the original complaint is also sent direct to the Magistrate of the district under a separate cover. We consider this procedure unnecessarily cumbersome. In cases of *oral* reports of cognizable crime, we think *two* word-for-word copies of the first report would be sufficient: of these one copy should be given to the complainant and the other retained by the investigating officer for reference during his inquiry. The substance of the report should be entered in the daily diary, and in all cases of heinous crime a separate report should, as at present, be forthwith sent to the District Magistrate. The full copy mentioned above, which is retained for reference by the investigating officer, should, at the close of the investigation, be attached to the special diary, and form the basis of the judicial record.

In the case of *written* reports, we do not think any word-for-word copy is necessary except in the case of heinous offences when the present practice of sending a copy forthwith to the Magistrate should be maintained.

For the complainant, a check receipt containing an abstract of his complaint would, we think, be sufficient. The substance of the report would of course have to be entered in the daily diary according to law; and on the conclusion of the investigation, the original written report should be attached to the daily diary and form the basis of the judicial record.

These suggestions would reduce materially the work of the station writer in connection with first reports of crime: and the only record done away with would be the word-for-word copy of the complaint retained in the station. As the copy of the daily diary, which also remains in the station, already contains the substance of the report, this additional record is, we consider, unnecessary.

With regard to first reports of non-cognizable crime, no detailed entry is, we think, required. The entry of the substance of the report in the daily diary and the grant to the complainant of a check receipt containing date and hour of report and an abstract of the complaint is all that is apparently needed.

- 3) Register No. 4, "*register of crimes*," and No. 5, "*the register of property stolen and recovered*" might, we think, be amalgamated. Two columns added to the first-named register would be all that was required.

Register of crimes and register of property stolen and recovered.

- (4) Register No. 8, "*the register of villages*" is, in our opinion, too unwieldy.

Register of villages.

It might easily be modified without in any way interfering with its utility. We would suggest that columns 1, 2, and 3 be transferred to the heading of the statement as they contain information not likely to alter. Column 6, pay of chaukidárs, is not required. In column 7 the date of the pat-wári's appointment is unnecessary, though his residence should be noted. Columns 16 and 17, containing the names of the village bard and the Pandit or Maulvi, appear superfluous. The statement of convictions on the reverse of the form might also with advantage be curtailed. This register is one which if properly maintained should be of infinite use to investigating officers. In its present form, however, we are assured, it is very rarely kept up to date and consequently its whole value is lost.

- (5) Registers Nos. 11, 11(a), 11(b) 11(c), and 11(d)—these are all order-books.

Station order-books.

Their maintenance as registers seems in most cases unnecessary. We would suggest that where possible they should be converted into file-books and the orders indexed and pasted into them as received. There appears no reason in having every order copied out in full into a register, and the extra clerical labour entailed on the literate staff of police-stations by this procedure must be enormous.

409. Beyond the methods indicated above, we do not think any other means can be devised for lightening either the out-door or the clerical work of the police either at headquarters or at stations.

CHAPTER IX.

MISCELLANEOUS QUESTIONS, SPECIAL REFERENCES, AND CONCLUSION.

410. We have now dealt with all the points referred to us for opinion in the Government Resolution convening this Committee. There remain only a few special references and miscellaneous questions to be discussed.

411. In the correspondence forwarded to this Committee under the Chief Secretary's letter No. ⁴⁴⁰
VIII-425-42, dated 26th June 1890, the following questions were treated. With regard to the armed branch—

- (1) the necessity for increasing the armed reserves;
- (2) the separation of the armed and civil branches as regards discipline and control;
- (3) the increase in the pay of the armed constabulary;
- (4) the armament of the force.

in all these points definite conclusions were arrived at and orders issued, the armed reserves were increased by 1,200 men, and this branch of the force raised to its present strength, which is, in the opinion of the Committee as already recorded in paragraph 116, sufficient. The principle of the separation of the two forces and the placing of the armed branch under the orders of the Departmental Officers, so far as matters of discipline and internal control are concerned, has received the final sanction of the Government of India, and has been carried into effect in the rules proposed by this Committee in Section V, Chapter IV of this Report. The proposed increase in the pay of the armed constabulary, which had received general approval in the correspondence under notice, has been provided for in the Committee's scheme for the pay and grading of this branch as set forth in paragraphs 245 and 259 of the report. The saving of Rs. 6,000 which it was proposed to apply to this object (see Inspector-General of Police's No. 1558A., dated 16th June 1890), has not been taken into account in the financial statement in Appendix VIII, and may be allowed as a set-off against the increase the Committee propose in hill allowances (see paragraph 417 *infra*). It has also been settled that the reserves should be armed with what is considered to be a suitable breech-loading weapon carrying either buckshot or ball, and this question need not therefore be re-opened.

412. In connection with these reforms in the armed branch certain questions regarding the Civil Police also came under consideration. These were—

- (1) the abolition of outposts;
- (2) the reduction of jail guards;
- (3) the abolition where possible of treasury guards at *sadr tahsils*;
- (4) the re-allocation of police-stations in certain districts of both provinces.

On the first three of these points definite orders have been issued. Outposts have been abolished wherever practicable, and any further retrenchment in this direction is, we think, impossible. In the same way with jail guards. If the police are to be employed at all on this duty, and we think they should be, any further reduction is unadvisable. With regard to the reduction in treasury guards at headquarter *tahsils* we have no objection to raise to the economy which has already been effected, but we would deprecate any further diminution in the strength or number of either treasury guards or treasure escorts.

413. On the latter subject the replies given to question 11, Part III, disclose some difference of opinion. Under some circumstances the present scale for escorts of treasure appears too low; while at

tahsils situate at a great distance from headquarters the tahsil treasury guard is too weak to perform this duty, and the reserves are often insufficient to supply extra guards. On this point we would make two suggestions: (1) that the scale of treasure escorts should be increased where the distance is great, and the treasure parties have to remain for the night in villages where there is no police-station; and (2) that wherever necessary the armed guard at tahsils should be strengthened from the reserve during those months in which the revenue is being collected so as to allow of treasure escorts being provided without, as is now the practice, depleting the civil staff at the tahsili police-station. This will necessitate a re-allocation of the armed reserves which should be undertaken by the Departmental authorities. The reserves in many of the smaller districts appear to be in excess of requirements, while the larger districts require to be reinforced.

Proposed re-allocation of police-station in certain districts.

23rd August 1889:—

414. An abstract of the proposed re-allocations is thus given in the Inspector-General's letter No. 2167½A., dated

Unao.—Proposed to add four new stations, and to re-arrange the distribution of the civil police, which are to be augmented by one head constable and 12 constables. One outpost to be replaced by two road chaukidárs.

Bara Banki.—Five new stations proposed, also re-allocation of existing stations and replacement of outposts by murhallas manned by road chaukidárs. Existing police will suffice. Only 34 road chaukidárs to be provided for.

Sitapur.—All outposts abolished, and men delegated to strengthen civil police. Five new stations recommended, and nine head constables and 26 constables for civil police asked for in addition. Armed police sufficiently strong. Twenty road chaukidárs required.

Hardoi.—It is proposed to add five new stations, and by re-allocation of the existing civil police staff to provide men and officers sufficient for them. The armed reserve is very insufficient, and will be strengthened hereafter from the 1,200 men which will be obtained from reduction of outposts and sawárs, &c. No outposts.

Sháhjahánpur.—Four outposts to be abolished and eight road chaukidárs to be entertained to replace them. The constabulary thus set free to go to strengthen the armed reserve. It is also proposed to raise the stations of Kallan, Pawáyan, and Tilhar to first class one, and to ask Government for one Sub-Inspector, four head constables, and 11 constables for this purpose.

Gházípur.—It is proposed to add two new stations and to abolish three outposts. No extra cost to Government: in fact one head constable and three constables can be added to the reserve.

Azamgarh.—It is proposed to do away with two outposts and to convert Nazímabad into a first-class police-station. No extra expense will be incurred.

Moradabad.—It is proposed to abolish all the 11 existing outposts, to use the men so released to improve the civil administration, to add six new stations, and to re-allocate the civil police. No extra men required and no road chaukidárs. The armed police are sufficient for the wants of the district.

Pilibhit.—It is proposed to remove the men at the Khamaria outpost to Madho Tánda, and thus convert the Madho Tánda outpost into a third-class station to relieve Puranpur, an absurdly large circle. No extra expense to Government will be incurred.

Dehra Dún.—It is proposed to do away with Kansrao and Khakhuri as outposts, and to convert them into a third-class station at Kansrao. No extra expense to Government will be incurred.

Budaun.--It is proposed to do away with eight outposts, converting two of them into third-class stations. Eight road chaukidárs will suffice. No extra expense to Government will be incurred.

415. Our estimates of the number of investigating officers and station police required for the Provinces provide a sufficient staff for the extra stations here proposed, as well as for an additional police-station in Aligarh (see Inspector-General's letter No. 17387, dated 29th October 1890, to the address of the Secretary to this Committee). The only difficulty in carrying out these proposals, which have, with the exception of those in Moradabad and Aligarh, received the sanction of Government, is in the matter of buildings. The men have, we are informed, been actually allocated to the different districts.

416. As will be seen from the above abstract, these re-allocation schemes will necessitate the construction of 22* new stations, and the provision of increased accommodation at 13† localities in which the staff at stations has been strengthened or outposts converted into reporting stations. The District authorities have estimated the cost of increasing the accommodation at some Rs. 500 per station, which would in 13 stations mean an expenditure of some Rs. 6,500. The main expense is in the construction of new buildings which, according to the present standard plan, would cost some Rs. 7,000 each, or over a lakh and-a-half for the 22 stations asked for. This cost is prohibitive, and to allow of the schemes, which appear well thought out and in every way desirable, being completed, we would suggest a re-consideration of the present standard plans for these buildings. The Police authorities, as will be seen from the Inspector-General's note forming Appendix XIV to this report, are very strongly in favour of having all police-stations built of kachcha materials, and would also like to take the whole question of construction out of the hands of the Public Works Department. We are not, however, prepared to recommend these proposals for adoption in their entirety. Though some buildings constructed departmentally may have answered admirably, we do not think the plan of making over the construction of all police buildings to the Police Department would be invariably successful. Nor do we consider that it would be advisable to construct all police buildings of kachcha materials. Magazines, lock-ups, and the like must obviously be constructed of strong and durable materials; but there is no reason why this principle should be extended to buildings designed as dwellings for members of the force. The advocates of pakka buildings contend that they are cheaper in the end as they require so little repair. The additional allotment required for repairs would, however, so far as we can see, hardly equal, certainly not exceed, the annual interest on the extra initial outlay. Moreover, there are other points to be considered. In the first place buildings constructed on the present standard plans are so expensive that the provision of adequate accommodation for housing the police has become an impossibility. The Inspector-General has now a list of buildings urgently required, and for which administrative sanction has been given, the construction of which on the present standard plans would cost three lakhs of rupees—a sum which it is impossible for the Government to allot without unduly interfering with the requirements of other Departments. Even with this enormous estimate the class of buildings is so costly that the accommodation has to be cut down in every possible way with the result that the men are cramped for room and most uncomfortable. As often as not, they are forced to supplement the buildings allowed to them by unsightly kachcha edifices constructed at their own expense. Again, the low domed-roof buildings of which the present standard plans consist are most unsuited to the climate of India. It is true that if well built they require but little repair; but there is no use in having a building in good repair if it is for other reasons impossible to live in it. The principle of hutting is accepted in the

Buildings.		
Unao	...	4
Bara Banki	...	5
Sitapur	...	5
* Hardoi	...	5
Gházípur	...	2
Moradabad	...	1
Sháhjahánpur	...	3
Azamgarh	...	1
† Moradabad	...	5
Pilibhít	...	1
Dehra Dún	...	1
Budaun	...	2

native army, and there seems no reason why a system, which has worked well for the native army for years all over the country, should not prove suitable for the police force. For police-stations we would recommend that the office block including the málkhána and hawaláts should be constructed of pakka materials, but that the lines for the staff should be built of sun-dried bricks with tiled roofs. We have seen a plan designed on these principles which provides much increased and more suitable accommodation than the present standard plan at less than half the cost. We would suggest also that the principle of providing kachcha line at police-stations be extended to reserve lines and other buildings, such as stables, cooking-sheds, latrines, &c.: by the adoption of this suggestion much more suitable buildings would be provided at a largely reduced cost.

417. The only other subject which has been referred to this Committee for opinion is that of hill allowances with special reference to the police employed in Mussoorie. It is a question which affects also the force recently organized in Kumaun and Garhwál. In the Panjáb the allowances given to the police employed in Simla are Deputy or Sub-Inspectors Rs. 15, and constables and head constables Re. 1 each. The Committee appointed to organize the new police force in Kumaun and Garhwál recommended (see paragraph 19 of their report of 6th December 1890) the following rates :—

	Rs.
Constables	1
Head constables on Rs. 10	2
Head constables on Rs. 15 and Rs. 20	3
Head constables on Rs. 25	4
Sub-Inspectors	10

The special hill allowances sanctioned by Government for Kumaun and Garhwál are—

	Rs.
Constables	1
Head constables	2
Sub-Inspectors	5

The object of these special allowances appear to be twofold : (1) to compensate for additional expenses incurred owing to increased cost of living; and (2) to make service in the hills less unpopular than it now is. In this view we consider that the allowance proposed by the Kumaun Police Committee are by no means too high, and we have ascertained from inquiry that the allowances sanctioned are insufficient to induce men to take service in the hills. We would recommend the adoption of the following scale :—

	Rs.
Constables	1
Head constables on Rs. 10	2
Head constables on Rs. 15 and Rs. 20	3
Sub-Inspectors	10

and would add that these allowances should be in addition to any charge allowance which the officer in charge of a police-station would be entitled to under the Committee's proposals. The cost of these allowances would not be more than Rs. 6,000 per annum. This sum as noticed in paragraph 411 can be provided from savings. The adoption of this suggestion would therefore make no change in the financial results of the Committee's proposals.

418. In conclusion we would draw particular attention to the fact that the Police Department has suffered more from reductions in strength, and retrenchments in expenditure, than any other Department in these Provinces. Whenever economies have been called for, the Police budget appears to have been the first to be attacked.

When the police was first organized in these Provinces, the totals of strength and cost stood as follows:—

			<i>Strength.</i>	<i>Cost.</i> Rs.
North-Western Provinces ..	...	...	24,079	35,65,980
Oudh	...	...	8,749	13,55,988
		Total	<u>32,828</u>	<u>49,21,968</u>

Up to the time of the amalgamation of the two Provinces in 1877 the forces had dwindled down by successive reductions made in 1863, 1864, 1867, 1869, 1870, and 1876 to—

			<i>Strength.</i>	<i>Annual Cost.</i> Rs.
North-Western Provinces...	...	...	16,883	27,57,864
Oudh	...	...	5,884	8,18,848
		Total	<u>22,767</u>	<u>35,76,712</u>

Since the amalgamation further small retrenchments, aggregating Rs. 43,764 per annum, have been made. These reductions subsequent to the amalgamation of the two Provinces were, so far as the police expenditure is concerned, more than counterbalanced by the increase of the pay of the lowest grade of constable from Rs. 5 to Rs. 6 per mensem, which increased the police expenditure by some Rs. 55,000 per annum. Subsequent increases in armed reserves, &c., have raised the strength of the force to in round numbers 25,000 men and the expenditure to 37 lakhs. The forces are still 7,000 less in numerical strength than when first organized, and the expenditure has decreased by 12 lakhs. Our proposals, while they raise the numerical strength by a few hundred men and increase the cost by 9½ lakhs, still leave the forces less by 7,000 men and the expenditure less by 2½ lakhs per annum than in 1861.

W. KAYE,

President.

A. OLLIVANT,

D. T. ROBERTS,

J. B. THOMSON,

J. MICHEL,

ODAY PARTAB SINGH,

F. W. PORTER,

Members.

Member and Secretary.

APPENDIX I.

Statement showing present allocation, numbers, grades and pay of the Civil Police in each District of the North-Western Provinces and Oudh.

Serial number.	Name of district.	Area in square miles.	Population by last census.	Number of stations and outposts.					Average area in square miles per station obtained by dividing column 3 by column 8.	Average population per station obtained by dividing column 4 by column 8.	Serial number.
				1st class: 1 sub-Inspector 2 head constables and 12 constables.	2nd class: 1 sub-Inspector, 2 head constables and 9 constables.	3rd class: 2 head constables, and 6 constables.	Total stations.	Number of outposts.			
1	2	3	4	5	6	7	8	9	10	11	1
N.-W. PROVINCES.											
1	Meerut ...	2,379	1,313,137	10	6	17	33	10	72	39,792	1
2	Sahāranpur ...	2,221	979,544	7	4	11	22	3	101	44,525	2
3	Muzaffarnagar ...	1,656	758,444	9	...	9	18	1	92	42,136	3
4	Bulandshahr ...	1,914	924,822	10	1	12	23	1	83	40,210	4
5	Aligarh ...	1,955	1,021,187	9	4	10	23	2	85	44,399	5
6	Dehra Dūn ...	1,193	144,070	2	1	2	5	7	199	24,012	6
7	Agra ...	1,849	974,656	10	8	15	33	...	56	29,535	7
8	Muttra ...	1,452	671,690	7	2	15	24	3	61	27,991	8
9	Farukhabad ...	1,718	907,608	10	...	8	18	1	95	50,423	9
10	Mainpuri ...	1,697	801,216	10	...	5	15	4	113	53,414	10
11	Etāwah ...	1,693	722,371	8	1	10	19	...	89	38,020	11
12	Etah ...	1,738	756,523	4	9	4	17	1	102	44,501	12
13	Bareilly ...	1,614	1,030,936	9	1	12	22	6	73	46,861	13
14	Bijnor ...	1,867	721,450	10	1	9	20	1	93	36,073	14
15	Moradabad ...	2,281	1,155,173	9	6	4	19	11	120	60,799	15
16	Budaun ...	2,001	906,451	7	2	9	18	4	111	50,358	16
17	Shāhjahanpur ...	1,745	856,946	9	4	6	19	4	92	45,102	17
18	Pilibhit ...	1,371	451,601	4	2	3	9	...	152	50,178	18
19	Tarāi ...	937	206,993	2	3	1	6	5	156	34,499	19
20	Allahabad ...	2,833	1,474,106	16	11	7	34	8	83	43,356	20
21	Cawnpore ...	2,370	1,181,396	10	6	12	28	1	85	42,193	21
22	Fatehpur ...	1,638	683,745	9	1	10	20	2	82	34,187	22
23	Bānda ...	3,061	698,608	9	4	12	25	4	122	27,944	23
24	Hamīrpur ...	2,288	507,337	8	3	10	21	...	109	24,159	24
25	Jaunpur ...	1,554	1,209,663	11	1	5	17	6	91	71,157	25
26	Benares ...	998	892,684	5	14	2	21	8	48	42,509	26
27	Azamgarh ...	2,147	1,604,654	12	3	8	23	1	93	69,768	27
28	Mirzapur ...	5,223	1,136,796	9	5	12	26	6	201	43,723	28
29	Ghāzipur ...	1,473	1,014,099	8	1	8	17	...	87	59,653	29
30	Gorakhpur ...	4,598	2,617,120	16	...	18	34	1	135	76,974	30
31	Basti ...	2,752	1,630,612	7	3	16	26	...	106	62,716	31
32	Ballia ...	1,144	924,763	6	...	5	11	3	104	84,069	32
33	Jhānsi ...	1,566	383,227	8	2	11	21	9	75	18,249	33
34	Jalaun ...	1,469	418,142	6	...	8	14	1	105	29,868	34
35	Lalitpur ...	1,947	249,088	7	1	10	18	5	108	13,838	35
Total, N.-W. P. ...		70,342	31,930,858	293	110	316	719	119	98	44,410	
OUDH.											
36	Lucknow ...	989	696,824	13	...	...	13	...	76	30,525	36
37	Unao ...	1,746	899,069	9	...	...	9	1	194	99,897	37
38	Bara Banki ...	1,768	1,026,788	9	...	...	9	7	196	114,088	38
39	Sitapur ...	2,251	958,251	11	...	...	11	6	205	87,114	39
40	Hardoi ...	2,311	987,630	11	1	...	12	...	193	82,303	40
41	Kheri ...	2,992	831,922	5	2	5	12	...	249	69,327	41
42	Fyzabad ...	1,689	1,081,419	12	...	...	12	1	141	90,118	42
43	Bahraich ...	2,740	878,048	7	3	2	12	...	228	73,171	43
44	Gonda ...	2,875	1,270,926	10	3	4	17	...	169	74,760	44
45	Rae Bareli ...	1,738	951,905	10	...	4	14	...	124	67,993	45
46	Sultanpur ...	1,706	957,912	6	4	3	13	...	131	73,636	46
47	Partabgarh ...	1,436	847,047	6	1	1	8	1	180	105,881	47
Total, Oudh ...		24,241	11,387,741	109	14	19	142	16	171	80,195	
GRAND TOTAL ...		94,583	43,318,599	402	124	335	861	135	110	50,312	

Statement showing present allocation, numbers, grades and pay of the Civil

Serial number.	Name of district.	Area in square miles.	Population by last census.	Number of Inspectors.					Number of Sub-Inspectors.			
				1st grade on Rs. 200.	2nd grade on Rs. 150.	3rd grade on Rs. 125.	4th grade on Rs. 100.	Total.	1st grade on Rs. 70.	2nd grade on Rs. 50.	3rd grade on Rs. 30.	Total.
1	2	3	4	12	13	14	15	16	17	18	19	20
N.-W. PROVINCES.												
1	Meerut	2,379	1,313,137	...	4	1	2	7	7	5	7	19
2	Sahāranpur	2,221	979,544	1	2	...	1	4	3	7	4	14
3	Muzaffarnagar	1,656	758,444	1	...	1	2	4	3	6	3	12
4	Bulandshahr	1,914	924,822	...	...	1	3	4	3	7	3	13
5	Aligarh	1,955	1,021,187	2	...	1	1	4	3	7	4	14
6	Dehra Dūn	1,193	144,070	1	...	...	1	2	1	1	3	5
7	Agra	1,849	974,656	3	1	1	2	7	3	10	6	19
8	Muttra	1,452	671,690	1	1	...	3	5	3	7	3	13
9	Farukhabad	1,718	907,608	...	1	1	2	4	4	5	4	13
10	Mainpuri	1,697	801,216	...	2	1	1	4	3	6	4	13
11	Etāwah	1,693	722,371	1	...	1	2	4	2	6	4	12
12	Etah	1,738	756,523	...	2	...	2	4	3	7	4	14
13	Bareilly	1,614	1,030,936	1	4	...	...	5	3	9	5	17
14	Bijnor	1,867	721,450	1	2	1	...	4	3	6	3	12
15	Moradabad	2,281	1,155,173	...	2	...	3	5	3	8	5	16
16	Budaun	2,001	906,451	...	1	...	3	4	3	7	3	13
17	Shāhjahānpur	1,745	856,946	...	...	1	3	4	3	(a)7	5	15
18	Pilibhit	1,371	451,601	...	1	...	2	3	2	1	3	6
19	Tarāi	937	206,993	...	...	...	...	...	...	1	4	5
20	Allahabad	2,833	1,474,106	3	3	...	1	7	5	18	7	30
21	Cawnpore	2,370	1,181,396	...	2	1	3	6	4	8	7	19
22	Fatehpur	1,638	683,745	2	...	...	2	4	3	5	4	12
23	Bānda	3,061	698,608	1	1	1	2	5	3	8	4	15
24	Hamīrpur	2,288	507,337	...	1	1	2	4	3	6	4	13
25	Jaunpur	1,554	1,209,663	1	1	1	1	4	3	6	4	13
26	Benares	998	892,684	1	2	2	...	5	5	9	8	22
27	Azamgarh	2,147	1,604,654	1	1	1	1	4	3	9	5	17
28	Mirzapur	5,223	1,136,796	...	2	...	2	4	3	9	4	16
29	Ghāzipur	1,473	1,014,099	1	...	...	3	4	3	5	4	12
30	Gorakhpur	4,598	2,617,120	...	2	1	3	6	4	9	5	18
31	Basti	2,752	1,630,612	...	2	...	2	4	3	7	4	14
32	Ballia	1,144	924,763	...	2	...	...	2	1	3	4	8
33	Jhānsi	1,566	383,227	1	2	1	1	5	4	4	6	14
34	Jalaun	1,469	418,142	2	...	1	1	4	2	5	2	9
35	Lalitpur	1,947	249,088	...	...	...	3	3	3	5	4	12
Total, N.-W. P.		70,342	31,980,858	25	44	20	60	149	107	229	153	489
OUDH.												
36	Lucknow	989	696,824	1	2	1	2	6	9	8	5	22
37	Unao	1,746	899,069	1	1	...	1	3	4	5	4	13
38	Bara Banki	1,768	1,026,788	1	2	...	1	4	4	6	3	13
39	Sitapur	2,251	958,251	...	2	...	2	4	3	5	5	13
40	Hardoi	2,311	987,630	1	...	...	3	4	5	5	4	14
41	Kheri	2,992	831,922	...	...	...	3	3	4	3	4	11
42	Fyzabad	1,689	1,081,419	...	...	...	4	4	5	6	6	17
43	Bahraich	2,740	878,048	...	2	...	2	4	3	4	4	11
44	Gonda	2,875	1,270,926	...	1	3	1	5	5	6	4	15
45	Rae Bareli	1,738	951,905	1	1	1	1	4	5	5	4	14
46	Sultanpur	1,706	957,912	...	3	1	...	4	4	5	4	13
47	Partabgarh	1,436	847,047	1	...	...	2	3	4	3	3	10
Total, Oudh		24,241	11,387,741	6	14	6	22	48	55	61	50	166
GRAND TOTAL		94,583	43,318,599	31	58	26	82	197	162	290	203	655

† One of these gets a personal allowance of Rs. 10 per mensem.

DIX I.

Police in each District of the North-Western Provinces and Oudh—(continued).

CIVIL POLICE.												
Number of head-constables.					Number of constables.				Total number of Civil Police.	Area in square miles per head of Civil Police.	Population per head of Civil Police.	Serial number.
1st grade on Rs. 25.	2nd grade on Rs. 20.	3rd grade on Rs. 15.	4th grade on Rs. 10.	Total.	1st grade on Rs. 8.	2nd grade on Rs. 7.	3rd grade on Rs. 6.	Total.				
21	22	23	24	25	26	27	28	29	30	31*	32	
10	19	32	48	109	...	23	503	526	661	4	1,987	1
7	13	17	25	62	...	73	200	273	353	6	2,775	2
6	10	11	18	45	...	64	147	211	272	6	2,788	3
8	13	21	15	57	...	31	222	253	327	6	2,828	4
7	12	15	34	68	...	51	281	332	418	5	2,443	5
3	4	1	19	27	...	26	73	99	133	9	1,083	6
12	13	32	54	111	...	178	546	724	861	2	1,132	7
6	9	16	40	71	...	98	288	386	475	3	1,414	8
5	11	19	35	70	...	71	286	357	444	4	2,044	9
4	11	13	17	45	...	69	139	208	270	6	2,967	10
5	11	15	17	48	...	31	172	203	267	6	2,706	11
5	7	13	19	44	...	66	145	211	273	6	2,771	12
11	19	25	29	84	...	105	482	587	693	2	1,488	13
5	8	16	23	52	...	45	203	248	316	6	2,283	14
5	13	20	31	69	...	81	293	374	464	5	2,490	15
7	9	15	27	58	...	81	183	264	339	6	2,379	16
5	10	8	41	64	...	89	272	361	444	4	1,930	17
3	1	7	16	27	...	33	80	113	149	9	3,031	18
1	1	4	7	13	...	...	86	86	104	9	1,990	19
10	20	34	43	107	23	144	435	602	746	4	1,976	20
9	12	26	33	80	...	3	411	414	519	5	2,276	21
4	12	12	23	51	...	37	199	236	303	5	2,257	22
8	12	22	28	70	13	62	219	294	384	8	1,819	23
6	9	13	26	54	...	60	167	227	298	8	1,702	24
5	13	15	21	54	2	68	183	253	324	5	3,734	25
2	13	19	47	81	...	156	445	601	709	1	1,259	26
3	11	24	21	59	1	54	198	253	333	6	4,819	27
8	9	27	44	88	...	98	278	376	484	11	2,349	28
2	9	16	20	47	...	67	166	223	286	5	3,546	29
10	21	24	29	84	10	93	261	364	472	10	5,545	30
6	11	13	27	57	...	72	164	236	311	9	5,243	31
2	10	5	16	33	...	37	100	137	180	6	5,138	32
5	6	14	19	44	...	46	98	144	207	8	1,851	33
3	7	17	9	36	...	28	134	162	211	7	1,982	34
6	7	11	11	35	...	26	44	70	120	16	2,076	35
204	376	592	932	2,104	49	2,266	8,093	10,408	13,150	5	2,428	
5	11	21	81	118	12	243	667	922	1,068	9	652	36
2	3	9	31	45	...	73	141	214	275	6	3,269	37
3	3	6	31	43	...	69	152	221	281	6	3,565	38
3	2	8	35	48	...	80	176	256	321	7	2,985	39
3	3	9	32	47	...	90	142	232	297	8	3,325	40
2	1	7	23	33	...	21	152	173	220	14	3,781	41
3	3	8	31	45	2	103	245	350	416	4	2,600	42
2	4	9	27	42	...	74	144	218	275	10	3,193	43
2	4	12	36	54	...	69	225	294	368	8	3,454	44
3	3	8	30	44	...	68	146	214	276	6	3,449	45
2	4	6	29	41	...	74	121	195	253	7	3,786	46
2	2	8	19	31	...	44	127	171	215	7	3,940	47
32	43	111	405	591	14	1,008	2,438	3,460	4,265	6	2,666	
236	419	703	1,337	2,695	63	3,274	10,531	13,868	17,415	5	2,486	

* Completing the figure when over '5 and decreasing when under '5.

APPENDIX I.

Statement showing present allocation, numbers, grades and pay of the Civil Police in each District of the North-Western Provinces and Oudh—(concluded).

Serial number.	Name of district.	Area in square miles.	Population by last census.	POLICE PAID BY MUNICIPALITIES AND CANTONMENTS INCLUDED IN COLUMNS 12 TO 29.										Serial number.
				By Municipalities.					By Cantonments.					
				Inspectors.	Sub-Inspectors.	Head constables.	Constables.	Total.	Inspectors.	Sub-Inspectors.	Head constables.	Constables.	Total.	
1	2	3	4	33	34	35	36	37	38	39	40	41	42	
N.-W. PROVINCES.														
1	Meerut ...	2,379	1,313,137	...	...	...	...	...	1	2	18	122	143	1
2	Sahāranpur ...	2,221	979,544	...	...	...	...	...	...	...	...	3	3	2
3	Muzaffarnagar ...	1,656	758,444	...	...	...	...	...	...	...	...	...	...	3
4	Bulandshahr ...	1,914	924,822	...	...	...	...	...	...	...	...	...	...	4
5	Aligarh ...	1,955	1,021,187	...	...	10	48	58	...	...	...	...	...	5
6	Dehra Dún ...	1,193	144,070	...	...	...	...	...	...	...	3	8	11	6
7	Agra ...	1,849	974,656	1	1	12	200	214	...	2	8	58	68	7
8	Muttra ...	1,452	671,690	...	1	1	114	116	...	...	...	...	...	8
9	Farukhabad ...	1,718	907,608	...	...	...	...	...	...	...	2	6	8	9
10	Mainpuri ...	1,697	801,216	...	...	...	...	...	...	...	...	...	...	10
11	Etāwah ...	1,693	722,371	...	...	1	1	2	...	...	...	...	...	11
12	Etah ...	1,738	756,523	...	...	...	...	...	...	...	...	...	...	12
13	Bareilly ...	1,614	1,030,936	...	...	10	155	165	...	1	3	30	34	13
14	Bijnor ...	1,867	721,450	...	...	...	...	...	...	...	...	...	...	14
15	Moradabad ...	2,281	1,155,173	...	...	...	...	...	...	...	...	...	...	15
16	Budaun ...	2,001	906,451	...	...	...	...	...	...	...	...	...	...	16
17	Shāhjāhānpur ...	1,745	856,946	...	...	...	130	130	...	...	1	6	7	17
18	Pilibhft ...	1,371	451,601	...	...	...	...	...	...	...	...	...	...	18
19	Tarāi ...	937	206,993	...	...	...	...	...	...	...	...	...	...	19
20	Allahabad ...	2,833	1,474,106	...	...	5	50	55	...	...	1	10	11	20
21	Cawnpore ...	2,370	1,181,396	...	...	...	...	...	...	1	5	39	45	21
22	Fatehpur ...	1,638	683,745	...	...	...	...	...	...	...	...	...	...	22
23	Bānda ...	3,061	698,608	...	...	2	15	17	...	...	...	...	...	23
24	Hamīrpur ...	2,288	507,337	...	...	...	...	...	...	...	...	...	...	24
25	Jaunpur ...	1,554	1,209,663	...	...	...	...	...	...	...	...	...	...	25
26	Benares ...	998	892,684	...	...	30	360	390	...	...	1	6	7	26
27	Azamgarh ...	2,147	1,604,654	...	...	...	...	...	...	...	...	...	...	27
28	Mirzapur ...	5,223	1,136,796	...	...	...	...	...	...	...	...	...	...	28
29	Ghāzipur ...	1,473	1,014,099	...	...	...	...	...	...	...	...	...	...	29
30	Gorakhpur ...	4,598	2,617,120	...	...	...	...	...	...	...	1	5	6	30
31	Basti ...	2,752	1,630,612	...	...	...	...	...	...	...	...	...	...	31
32	Ballia ...	1,144	924,763	...	...	...	...	...	...	...	...	...	...	32
33	Jhānsi ...	1,566	383,227	...	...	...	...	...	...	...	...	...	...	33
34	Jalaun ...	1,469	418,142	...	...	...	...	...	...	...	...	...	...	34
35	Lalitpur ...	1,947	249,088	...	...	...	...	...	...	...	...	...	...	35
Total, N.-W. P. ...		70,342	31,930,858	1	2	71	1,073	1,147	1	6	43	293	343	
ODDH.														
36	Lucknow ...	989	696,824	...	...	50	505	555	1	...	7	43	51	36
37	Unao ...	1,746	899,069	...	...	...	...	...	...	...	...	...	...	37
38	Bara Banki ...	1,768	1,026,788	...	...	...	...	...	...	...	...	...	...	38
39	Sitapur ...	2,251	958,251	...	...	...	...	...	...	...	1	10	11	39
40	Hardoi ...	2,311	987,630	...	...	...	...	...	...	...	...	...	...	40
41	Kheri ...	2,992	831,922	...	...	...	...	...	...	...	...	...	...	41
42	Fyzabad ...	1,689	1,081,419	...	...	...	...	...	...	...	...	...	...	42
43	Bahraich ...	2,740	878,048	...	...	...	...	...	...	...	...	...	...	43
44	Gonda ...	2,875	1,270,926	...	...	...	...	...	...	...	...	...	...	44
45	Rae Bareli ...	1,738	951,905	...	...	...	...	...	...	...	...	...	...	45
46	Sultanpur ...	1,706	957,912	...	...	...	...	...	...	...	...	...	...	46
47	Partabgarh ...	1,436	847,047	...	...	...	...	...	...	...	...	...	...	47
Total, Oudh ...		24,241	11,387,741	...	...	50	505	555	1	...	8	53	62	
GRAND TOTAL ...		94,583	43,318,599	1	2	121	1,578	1,702	2	6	51	346	405	

Note.—The figures in columns 33—42 exclude 1 Inspector, 1 Sub-Inspector, 4 head-constables and 31 constables employed in the Naini Tal and Almora Municipalities.

APPENDIX II.

Statement showing present number, grades, and pay of the Armed and Mounted Police in each District of the North-Western Provinces and Oudh.

Serial number.	Name of district.	ARMED POLICE.								Serial number.	
		Number of Inspectors.					Number of Sub-Inspectors.				
		1st grade on Rs. 200.	2nd grade on Rs. 150.	3rd grade on Rs. 125.	4th grade on Rs. 100.	Total.	1st grade on Rs. 70.	2nd grade on Rs. 50.	3rd grade on Rs. 30.		Total.
N.-W. PROVINCES.											
1	Meerut	1	...	1	1
2	Sahāranpur	1	...	1	2
3	Muzaffarnagar	1	1	3
4	Bulandshahr	1	4
5	Aligarh	1	1	5
6	Dehra Dūn	1	1	6
7	Agra	1	7
8	Muttra	1	1	2	8
9	Farukhabad	2	...	2	9
10	Mainpuri	10
11	Etāwah	1	...	1	11
12	Etah	1	1	12
13	Bareilly	1	2	...	3	13
14	Bijnor	1	1	14
15	Moradabad	1	1	15
16	Budaun	1	1	16
17	Shāhjahānpur	1	1	17
18	Pilibhit	1	...	1	18
19	Tarāi	19
20	Allahabad	1	2	3	20
21	Cawnpore	2	...	2	21
22	Fatehpur	1	...	1	22
23	Bānda	1	1	23
24	Hamirpur	1	...	1	24
25	Jaunpur	1	...	1	25
26	Benares	2	2	26
27	Azamgarh	1	1	27
28	Mirzapur	1	...	1	28
29	Ghāzipur	1	1	29
30	Gorakhpur	1	1	2	30
31	Basti	1	...	1	31
32	Ballia	1	1	32
33	Jhānsi	1	...	1	33
34	Jalaun	1	1	34
35	Lalitpur	1	...	1	35
Total, N.-W. P.		1	21	19	41	

Statement showing present number, grades, and pay of the Armed and Mounted

		ARMED POLICE.								
		Number of head-constables.					Number of constables.			
Serial number.	Name of district.	1st grade on Rs. 25.	2nd grade on Rs. 20.	3rd grade on Rs. 15.	4th grade on Rs. 10.	Total.	1st grade on Rs. 8.	2nd grade on Rs. 7.	3rd grade on Rs. 6.	Total.
N.-W. PROVINCES.										
1	Meerut ...	1	1	3	20	25	28	146	...	174
2	Sahāranpur ...	1	1	4	13	19	18	29	79	126
3	Muzaffarnagar ...	2	2	9	4	17	...	30	61	91
4	Bulandshahr ...	...	1	2	19	22	...	78	21	99
5	Aligarh ...	3	5	6	11	25	20	75	47	142
6	Dehra Dūn ...	...	1	5	9	15	...	24	53	77
7	Agra ...	2	5	10	27	44	35	157	186	378
8	Muttra ...	2	5	6	7	20	18	58	37	113
9	Farukhabad ...	2	2	4	15	23	25	62	79	166
10	Mainpuri ...	1	1	5	15	22	...	24	84	108
11	Etāwah ...	2	2	5	21	30	...	62	79	141
12	Etah ...	1	2	6	9	18	2	21	77	100
13	Bareilly ...	1	4	8	16	29	28	77	116	221
14	Bijnor ...	1	3	4	8	16	...	54	32	86
15	Moradabad ...	2	1	4	11	18	23	38	64	125
16	Budaun ...	...	2	2	10	14	...	23	56	79
17	Shāhjahānpur ...	1	3	4	4	12	15	29	62	106
18	Pilibhūt ...	...	1	1	13	15	...	27	70	97
19	Tarāi ...	...	...	5	...	5	...	...	20	20
20	Allahabad ...	2	4	12	22	40	16	74	161	251
21	Cawnpore ...	1	2	4	19	26	23	145	4	172
22	Fatehpur ...	2	4	6	4	16	...	56	24	80
23	Bānda ...	2	3	5	11	21	5	40	64	109
24	Hamīrpur ...	3	2	7	7	19	...	39	55	94
25	Jaunpur ...	...	1	6	6	13	14	25	50	89
26	Benares ...	2	3	8	13	26	21	86	117	224
27	Azamgarh ...	1	4	5	5	15	16	43	43	102
28	Mirzapur ...	1	3	5	6	15	22	17	39	78
29	Ghāzipur ...	1	3	4	6	14	...	36	62	98
30	Gorakhpur ...	1	2	4	16	23	13	51	83	147
31	Basti ...	1	1	5	7	14	...	31	57	88
32	Ballia ...	...	2	3	6	11	...	18	31	49
33	Jhānsi ...	6	7	14	20	47	22	87	245	354
34	Jalaun ...	4	7	8	15	34	...	76	96	172
35	Lalitpur ...	2	3	6	18	29	...	60	165	225
Total, N.-W. P.		51	93	195	413	752	364	1,898	2,519	4,781
OUDH.										
36	Lucknow ...	2	4	12	30	48	28	191	176	395
37	Unao ...	1	1	4	10	16	...	54	70	124
38	Bara Banki ...	...	1	7	12	20	...	51	59	110
39	Sitapur ...	1	2	7	11	21	23	35	77	135
40	Hardoi ...	1	1	5	11	18	...	48	75	123
41	Kheri ...	1	2	5	9	17	...	67	17	84
42	Fyzabad ...	1	1	6	15	23	25	46	64	135
43	Bahraich ...	1	...	4	9	14	...	19	68	87
44	Gonda ...	2	...	2	11	15	...	56	50	106
45	Rae Bareli ...	...	1	6	14	21	...	47	85	132
46	Sultanpur ...	1	...	7	11	19	...	36	74	110
47	Partābgarh ...	1	1	3	12	17	...	44	51	95
Total, Oudh		12	14	68	155	249	76	694	866	1,636
GRAND TOTAL		63	107	263	568	1,001	440	2,592	3,385	6,417

DIX II.

Police in each District of the North-Western Provinces and Oudh—(concluded).

Number of Mounted Police.						Total number of Armed Police.	European Sergeants.		Total number of Provincial District Police.	Total annual cost of Provincial District Police.	Remarks.	Serial number.
Mounted head-constables, 1st grade, on Rs. 16.	Mounted head-constables, 2nd grade, on Rs. 14.	Lance dafadars on Rs. 11.	Mounted constables, 1st grade, on Rs. 9.	Mounted constables, 2nd grade, on Rs. 7.	Total.		Number.	Pay.				
								Rs.		Rs.		
1	2	1	10	19	33	233	...	...	894	1,02,396		1
...	146	...	...	499	58,644		2
...	1	1	2	111	...	...	383	48,444		3
...	...	1	2	...	3	125	...	...	452	54,240		4
...	2	3	5	173	1	100	592	70,068		5
...	92	...	...	225	27,132		6
2	2	1	22	9	36	459	1	80	1,321	1,39,728		7
...	...	1	3	2	6	141	...	...	616	70,776		8
...	2	6	8	199	...	...	643	70,692		9
...	3	4	7	137	...	...	407	49,848		10
...	6	3	9	181	...	...	448	54,378		11
...	4	6	10	129	...	...	402	49,680		12
...	2	...	9	5	16	269	...	...	962	1,04,580		13
...	2	...	2	105	...	...	421	52,572		14
...	4	2	7	151	...	...	615	70,140		15
...	...	1	3	4	7	101	...	...	440	52,404		16
...	1	5	6	125	...	...	569	62,568		17
...	2	...	2	115	...	...	264	30,516		18
...	25	...	...	129	12,636		19
...	18	4	26	320	3	240	1,069	1,29,084		20
1	1	1	16	7	26	226	...	...	745	85,908		21
...	1	2	3	100	...	...	403	51,024		22
...	6	3	10	141	...	...	525	63,364		23
...	...	1	3	2	6	120	...	...	418	51,684		24
...	3	1	4	107	...	...	431	53,472		25
1	2	1	6	8	18	270	...	...	979	1,04,688		26
...	2	3	5	123	...	...	456	57,720		27
...	4	5	99	1	60	584	69,084		28
...	...	1	2	1	4	117	...	...	403	48,900		29
...	...	1	3	1	4	176	...	...	648	78,960		30
...	4	2	6	109	...	...	420	52,224		31
...	1	2	3	64	...	...	244	29,928		32
2	11	9	22	424	1	60	632	74,388		33
...	6	2	8	215	...	...	426	52,212		34
...	7	2	9	264	...	...	384	45,696		35
...		36
7	11	13	165	122	318	5,892	7	540	19,049	22,31,778		37
...		38
1	1	3	13	15	33	482	1	100	1,551	1,58,622		39
...	1	3	4	145	...	...	420	49,140		40
...	6	5	11	142	...	...	423	51,600		41
...	4	7	11	169	...	...	490	55,764		42
...	1	2	3	144	...	...	441	51,972		43
...	...	1	1	1	3	105	...	...	325	38,304		44
...	2	...	2	3	7	166	...	...	582	64,080		45
...	2	2	4	106	...	...	381	45,180		46
...	6	2	8	130	...	...	498	59,016		47
...	1	2	3	157	...	...	433	52,368		48
...	2	1	3	133	...	...	386	47,880		49
...	3	6	9	123	...	...	338	40,356		50
1	3	4	42	49	99	2,002	1	100	6,268	7,14,282		51
...		52
8	14	17	207	171	417	7,894	8	640	25,317	29,46,060		53

APPENDIX III.

Statement showing present grades, pay and allocation of the Railway Police and the Watch and Ward Staff on the Railway Lines in the North-Western Provinces and Oudh.

Designation of Railways.	Length of line under police supervision.	GOVERNMENT RAILWAY POLICE.																WATCH AND WARD STAFF.										Remarks.											
		Sergeants.				Inspectors.				Sub-Inspectors.				Head-constables.				Constables.				Number of men employed in watch and ward.					Average number of men per ward establishment.		Average pay of watch and ward establishment per mile of line per annum.										
		1st grade on Rs. 100.	2nd grade on Rs. 80.	3rd grade on Rs. 60.	Total.	1st grade on Rs. 200.	2nd grade on Rs. 150.	3rd grade on Rs. 125.	4th grade on Rs. 100.	Total.	1st grade on Rs. 70.	2nd grade on Rs. 50.	3rd grade on Rs. 30.	Total.	1st grade on Rs. 25.	2nd grade on Rs. 20.	3rd grade on Rs. 15.	4th grade on Rs. 12.	5th grade on Rs. 10.	Total.	1st grade on Rs. 10.	2nd grade on Rs. 8.	3rd grade on Rs. 7.	4th grade on Rs. 6.	Total.	On Rs. 8 per mensem.				On Rs. 6 per mensem.	On Rs. 5-8-0 per mensem.	On Rs. 5 per mensem.	On Rs. 4-8-0 per mensem.	Total.					
East Indian Railway ...	788	84	2	5	2	9	2	2	2	2	4	3	3	6	4	4	4	7	20	35	40	67	40	147	201	42,072	25	53-3	2	84	33	56	...	175	11,778	2-0	14-9	* One Inspector draws Rs. 25 per mensem good conduct allowance.	
Cawnpore-Achnera Railway.	262	38	...	...	...	...	...	...	...	1	1	1	1	1	1	1	2	2	3	8	5	13	5	23	33	5,232	12	19-9	...	...	...	46	...	46	2,484	1-2	9-4	† Draws Rs. 25 per mensem good conduct allowance.
Bengal and North-Western Railway.	288	41	...	...	...	...	...	...	...	1	1	1	1	1	1	1	2	2	1	5	5	7	5	17	24	5,148	08	17-8	...	...	...	...	...	32	2,304	8	8-0	
Indian Midland Railway.	482	47	...	...	...	...	...	...	...	1	1	...	...	...	1	1	4	5	11	12	18	12	42	54	7,212	11	14-9	...	...	...	...	69	4,140	1-4	8-5			
Kumaun and Rohilkhand Railway.	67	10	...	...	...	...	...	...	...	...	...	...	...	...	...	1	...	...	1	...	...	4	4	5	936	07	13-9	...	...	4	...	13	...	17	1,068	1-7	15-9	Rs. 420, being moiety of pay of one Sub-Inspector, 1st grade, on Rs. 70 per mensem, is charged to the Pilibhit State Railway.
Pilibhit State Railway.	36	6	...	...	...	...	...	...	...	...	1	...	1	...	1	...	1	...	1	...	...	7	7	9	1,188	25	33	...	...	...	...	3	...	3	180	5	5-0	Rs. 420, being moiety of pay of one Sub-Inspector, 1st grade, on Rs. 70 per mensem, is charged to the Rohilkhand and Kumaun Railway.
Lucknow, Sitapur and Seramun State Railway.	105	15	...	...	...	...	...	...	...	...	...	...	...	...	...	2	...	...	2	...	...	6	6	8	864	08	8-2	2	7	7	14	...	30	1,998	2-0	19-0		
Total ...	2,028	241	2	5	2	9	2	3	...	2	7	4	5	9	7	8	19	25	4	63	52	95	37	62	246	334	62,652	16	30-8	4	127	40	155	46	372	23,952	1-5	11-8	

APPENDIX IV.

Statement showing present grade, pay and allocation of District Police and Chaunkidári Forces employed in and paid by the Municipal Towns of the North-Western Provinces and Oudh administered under Act XV of 1873 or Act XV of 1883.

Division.	District.	Name of municipality.	Area within municipal limits.	Population of municipality by last Census.	REGULAR POLICE.									
					Number of Inspectors.					Number of Sub-Inspectors.				
					1st grade on Rs. 200.	2nd grade on Rs. 150.	3rd grade on Rs. 125.	4th grade on Rs. 100.	Total.	1st grade on Rs. 70.	2nd grade on Rs. 50.	3rd grade on Rs. 30.	Total.	
MEERUT.	Dehra Dún ... {	Dehra Dún ...	5,760 0 0	18,959
		Mussooree ...	14,214 0 0	3,126
	Saháranpur ... {	Saháranpur ...	4,320 0 0	59,194
		Hardwár Union, ...	14,400 0 0	28,106
		Deoband ...	5,313 0 15	22,116
		Roorkee ...	1,818 1 27	12,818
	Muzaffarnagar ... {	Muzaffarnagar ...	207 0 0	15,080
		Kándhla ...	275 0 0	11,109
	Meerut ... {	Kairána ...	446 0 0	18,374
		Meerut City ...	2,789 1 5	99,565
Gházíabad ...		293 3 0	12,059	...	...	...	...	...	...	...	...	...	...
Sardhana ...		642 1 30	13,313	...	...	...	...	...	...	...	...	...	...
Baraut ...		490 1 10	7,956	...	...	...	...	...	...	...	...	...	...
Bágpát ...		434 2 0	7,205	...	...	...	...	...	...	...	...	...	...
Hápur ...		271 3 28	13,212	...	...	...	...	...	...	...	...	...	...
Pilkhuwa ...		112 1 10	5,661	...	...	...	...	...	...	...	...	...	...
Bulandshahr ... {	Shahdara ...	350 0 0	6,552	...	...	...	...	...	...	...	...	...	...
	Mawána ...	306 3 25	7,219	...	...	...	...	...	...	...	...	...	...
Aligarh ... {	Bulandshahr ...	836 3 19	15,548	...	...	...	...	...	...	...	...	...	...
	Anúpsahr ...	421 2 0	8,234	...	...	...	...	...	...	...	...	...	...
	Khúrja ...	748 2 28	27,190	...	...	...	...	...	...	...	...	...	...
	Sikandarabad ...	452 0 33	16,479	...	...	...	...	...	...	...	...	...	...
Agra ... {	Koil ...	452 0 0	62,443	...	...	...	...	...	...	...	...	...	...
	Háthras ...	256 0 0	34,932	...	...	...	...	...	...	...	...	...	...
	Atrauli ...	166 0 0	14,482	...	...	...	...	...	...	...	...	...	...
	Sikandra Rao ...	125 0 0	12,171	...	...	...	...	...	...	...	...	...	...
AGRA.	Muttra ... {	Muttra ...	...	55,016	...	...	...	...	...	...	...	...	...
		Brindaban ...	1,306 0 0	21,467	...	...	...	...	...	...	1	...	1
		Kosi ...	...	11,231	...	...	...	...	...	...	...	...	...
	Agra ... {	Agra ...	5,760 0 0	160,203	...	1	...	...	1	...	1	...	1
		Fatchpur-Sikri ...	332 0 0	6,243	...	...	...	...	...	...	...	...	...
		Firozabad ...	766 0 0	16,023	...	...	...	...	...	...	...	...	...
	Farukhabad ... {	Farukhabad cum ...	1,859 0 0	62,437	...	...	...	...	...	...	...	...	...
		Fatchgarh ...	692 0 0	12,435	...	...	...	...	...	...	...	...	...
	Mainpuri ...	Mainpuri ...	296 3 29	22,736	...	...	...	...	...	...	...	...	...
	Etáwáh ...	Etáwáh ...	604 1 24	34,721	...	...	...	...	...	...	...	...	...
Total ...			67,519 2 3	955,615	...	1	...	...	1	...	2	...	2

Statement showing present grade, pay and allocation of District Police and Chaukidári Forces administered under Act XV of 1873

Division.	District.	Name of municipality.	Area within municipal limits.	Population of municipality by last Census.	REGULAR				
					Number of Head Constables.				
					1st grade on Rs. 25.	2nd grade on Rs. 20.	3rd grade on Rs. 15.	4th grade on Rs. 10.	Total.
MEERUT.			A. r. p.						
	Dehra Dún	Dehra Dún	5,760 0 0	18,959	...	...	...	...	...
		Mussooree	14,214 0 0	3,126	...	...	...	...	...
	Saháranpur	Saháranpur	4,320 0 0	59,194	...	...	...	...	...
		Hardwár Union	14,400 0 0	28,106	...	...	...	...	...
		Deoband	5,313 0 15	22,116	...	...	...	...	...
		Roorkee	1,818 1 27	12,818	...	...	...	...	...
	Muzaffarnagar	Muzaffarnagar	207 0 0	15,080	...	...	...	...	...
		Kándhla	275 0 0	11,109	...	...	...	...	...
		Kairána	446 0 0	18,374	...	...	...	...	...
	Meerut	Meerut City	2,789 1 5	99,565	...	...	...	...	...
		Gházíabad	293 3 0	12,059	...	...	...	...	...
		Sardhana	642 1 30	13,313	...	...	...	...	...
		Baraut	490 1 10	7,956	...	...	...	...	...
		Bágpát	434 2 0	7,205	...	...	...	...	...
		Hápur	271 3 28	13,212	...	...	...	...	...
		Pilkhuwa	112 1 10	5,661	...	...	...	...	...
		Shahdara	350 0 0	6,552	...	...	...	...	...
		Mawána	306 3 25	7,219	...	...	...	...	...
	Bulandshahr	Bulandshahr	836 3 19	15,548	...	...	...	...	...
		Anúpsahr	421 2 0	8,234	...	...	...	...	...
		Khúrja	748 2 28	27,190	...	...	...	...	...
		Sikandarabad	452 0 33	16,479	...	...	...	...	...
	Aligarh	Koil	452 0 0	62,443	...	...	...	10	10
		Háthras	256 0 0	34,932	...	...	...	...	...
		Atrauli	166 0 0	14,482	...	...	...	...	...
		Sikandra Rao	125 0 0	12,171	...	...	...	...	...
	Muttra	Muttra	...	55,016	...	...	...	...	...
		Brindaban	1,306 0 0	21,467	...	1	...	...	1
		Kosi	...	11,231	...	...	...	...	...
	Agra	Agra	5,760 0 0	160,203	...	...	...	12	12
		Fatehpur-Sikri	332 0 0	6,243	...	...	...	...	...
		Firozabad	766 0 0	16,023	...	...	...	...	...
	Farukhabad	Farukhabad cum	1,859 0 0	62,437	...	...	...	...	...
		Fatehgarh	692 0 0	12,435	...	...	...	...	...
	Mainpuri	Mainpuri	296 3 29	22,736	...	...	...	...	...
	Etáwáh	Etáwáh	604 1 24	34,721	...	...	1	...	1
AGRA.	Total		67,519 2 3	955,615	...	1	1	22	24

*Statement showing present grade, pay and allocation of District Police and Chaukidári Forces
administered under Act XV of 1873*

Division.	District.	Name of municipality.	Area within municipal limits.	Population of municipality by last Census.	Number of Jamadárs—(concluded).								
					On Rs. 7-8-0.	On Rs. 7.	On Rs. 6-8-0.	On Rs. 6.	On Rs. 5-8-0.	On Rs. 5.	On Rs. 4-8-0.	On Rs. 4.	On Rs. 3-8-0.
					Total.								
MEERUT.	Dehra Dún ... {	Dehra Dún ...	A. r. p. 5,760 0 0	18,959	...	...	...	...	...	...	...	...	1
		Mussooree ...	14,214 0 0	3,126	...	...	...	...	...	...	...	...	2
	Saháranpur ... {	Saháranpur ...	4,320 0 0	59,194	...	3	...	5	...	...	...	...	10
		Hardwár Union,	14,400 0 0	28,106	...	...	...	1	...	...	...	...	3
		Deoband ...	5,313 0 15	22,116	...	1	...	3	...	...	...	...	5
		Roorkee ...	1,818 1 27	12,818	...	...	...	1	...	...	...	...	1
	Muzaffarnagar... {	Muzaffarnagar,	207 0 0	15,080	...	1	...	...	...	...	...	...	2
		Káandhla ...	275 0 0	11,109	...	...	...	...	...	...	...	...	1
		Kairána ...	446 0 0	18,374	...	...	...	...	...	...	...	...	2
	Meerut ... {	Meerut City ...	2,789 1 5	99,565	...	...	...	...	...	...	...	...	7
		Gházíabad ...	293 3 0	12,059	...	...	...	...	...	...	...	...	2
		Sardhana ...	642 1 30	18,313	...	...	...	...	...	...	...	...	2
		Baraut ...	490 1 10	7,956	...	1	...	...	...	...	...	...	2
		Bágpát ...	434 2 0	7,205	...	...	...	...	...	...	...	...	2
		Hápur ...	271 3 28	13,212	...	...	...	...	...	...	...	...	2
		Pilkhwa ...	112 1 10	5,661	...	...	...	...	...	...	...	...	1
		Shahdara ...	350 0 0	6,552	...	...	...	...	...	...	...	...	1
		Mawána ...	306 3 25	7,219	...	...	...	...	...	...	...	...	1
	Bulandshahr ... {	Bulandshahr ...	836 3 19	15,548	...	...	...	2	...	...	...	...	4
		Anúpsahr ...	421 2 0	8,234	...	2	...	...	...	...	...	...	2
		Khúrja ...	748 2 28	27,190	...	...	...	3	...	...	...	...	6
		Sikandarabad,	452 0 33	16,479	...	...	...	...	...	...	...	...	3
	Aligarh ... {	Koil ...	452 0 0	62,443	...	...	...	...	...	...	...	...	...
		Háthras ...	256 0 0	34,932	...	...	...	3	...	...	...	...	8
		Atrauli ...	166 0 0	14,482	...	...	...	...	...	...	...	...	1
		Sikandra Rao...	125 0 0	12,171	...	...	...	...	...	...	...	...	1
	Muttra ... {	Muttra ...	1,306 0 0 {	55,016	...	...	...	...	...	...	...	...	...
		Brindaban ...		21,467	...	...	...	...	...	...	...	...	3
		Kosi ...		11,231	1	...	...	2	...	...	...	...	3
	Agra ... {	Agra ...	5,760 0 0	160,203	...	...	...	...	...	...	...	...	...
		Fatehpur-Sikri,	332 0 0	6,243	...	...	...	...	...	1	...	...	1
		Firozabad ...	766 0 0	16,023	...	...	...	1	...	...	...	...	2
	Farukhabad ... {	Farukhabad cum	1,859 0 0	62,437	...	8	...	...	...	...	...	...	8
		Fatehgarh ...	692 0 0	12,435	...	...	...	...	...	...	...	...	...
	Mainpuri ...	Mainpuri ...	296 3 29	22,736	...	...	...	1	...	...	...	...	3
	Etáwáh ...	Etáwáh ...	604 1 24	34,721	...	1	...	...	...	...	...	...	4
AGRA.	Total ...		67,519 2 3	955,615	1	17	...	22	...	1	...	...	96

DIX IV.

employed in and paid by the *Municipal Towns of the North-Western Provinces and Oudh* or *Act XV of 1883*—(continued).

MUNICIPAL JAMADARS AND CHAUKIDARS—(concluded).

Number of Chaukidars.														Total number of Municipal Jamadars and Chaukidars employed.	Total annual cost of Jamadars and Chaukidars.
On Rs. 8-8-0.	On Rs. 8.	On Rs. 7-8-0.	On Rs. 7.	On Rs. 6-8-0.	On Rs. 6.	On Rs. 5-8-0.	On Rs. 5.	On Rs. 4-8-0.	On Rs. 4.	On Rs. 3-8-0.	On Rs. 3.	On Rs. 2-8-0.	On Rs. 2 and below.	Total.	Rs.
...	24	...	...	...	...	...	...	...	24	25
...	12	...	...	...	...	...	...	...	12	14
...	25	...	75	...	...	...	...	...	100	110
...	44	...	...	...	...	...	44	47
...	52	...	...	...	...	...	52	57
...	18	...	...	...	...	...	18	19
...	11	...	33	...	...	...	...	...	44	46
...	4	...	17	...	...	...	...	...	21	22
...	12	...	21	...	...	...	...	...	33	35
...	5	...	30	...	105	...	...	...	...	...	140	147
...	2	...	4	...	24	...	...	...	...	...	30	32
...	8	...	24	...	8	...	...	...	...	...	40	42
...	2	...	2	...	20	...	...	...	...	...	24	26
...	2	...	5	...	19	...	...	...	...	...	26	28
...	7	...	41	...	...	...	...	...	48	50
...	1	...	2	...	7	...	...	...	...	...	11	12
...	2	...	4	...	7	...	...	...	...	...	17	18
...	2	6	...	...	...	...	...	...	...	12	13
...	12	24	...	...	...	...	...	...	36	40
...	20	...	...	...	...	...	20	22
...	25	50	...	...	...	...	...	...	75	81
...	35	...	...	...	...	...	...	35	38
...	10	...	115	...	...	...	...	...	125	125
...	75	...	...	...	...	...	75	83
...	22	...	...	...	...	...	22	23
...	24	...	...	...	...	...	24	25
...
...	12	48	...	...	...	...	...	60	63
...	12	18	...	...	...	...	...	30	33
...	3	2	7	...	...	...	12	13
...	22	...	...	...	...	...	22	24
...	40	...	80	...	...	...	...	...	120	128
...	16	...	...	...	...	...	16	16
...	42	...	...	...	...	...	42	45
...	10	...	23	...	35	...	...	...	...	...	68	72
...	32	2	282	142	1,011	2	7	...	...	...	1,478	1,574
...	93,726

* From 1st April to 31st October the strength of the Chaukidari establishment is increased as under :—

1 Jamadar at Rs. 8,

9 Chaukidars at Rs. 5-8-0 each, } for a total cost for the seven months of Rs. 402-8-0.

From the present year an Inspector on Rs. 100 has also been appointed for the season, that is, 1st April to 31st October.

This will increase the annual cost to Rs. 2,080-8-0.

APPENDIX IV.

Statement showing present grade, pay and allocation of District Police and Chaukidári Forces employed in and paid by the Municipal Towns of the North-Western Provinces and Oudh administered under Act XV of 1873 or Act XV of 1883—(continued).

Division.	District.	Name of municipality.	Area within municipal limits.	Population of municipality by last Census.	Total number of Police of all kinds employed.	Total annual cost of Police of all kinds.	Number of inhabitants per head of Municipal Police.	Area per head of Municipal Police.
			A. r. p.			Rs. a. p.		Acres.
MERCUT.	Dehra Dún ... {	Dehra Dún ...	5,760 0 0	18,959	25	1,680 0 0	758·3	230·4
		Mussooree ...	14,214 0 0	3,126	14	984 0 0	223·2	1,015·2
	Sahāranpur ... {	Sahāranpur ...	4,320 0 0	59,194	110	6,504 0 0	538·1	39·2
		Hardwār Union, ...	14,400 0 0	28,106	47	2,640 0 0	598·0	306·3
		Deoband ...	5,313 0 15	22,116	57	3,204 0 0	388·0	93·2
		Roorkee ...	1,818 1 27	12,818	19	1,044 0 0	674·6	95·7
	Muzaffarnagar ... {	Muzaffarnagar ...	207 0 0	15,080	46	2,700 0 0	327·0	4·5
		Kāndhla ...	275 0 0	11,109	22	1,302 0 0	504·9	12·5
		Kairāna ...	446 0 0	18,374	35	2,142 0 0	524·9	12·7
	Meerut ... {	Meerut City ...	2,789 1 5	99,565	147	8,880 0 0	677·3	18·9
		Ghāziabad ...	293 3 0	12,059	32	1,932 0 0	376·8	9·1
		Sardhana ...	642 1 30	13,313	42	2,880 0 0	316·9	15·3
		Baraut ...	490 1 10	7,956	26	1,560 0 0	306·0	18·8
		Bāgpat ...	434 2 0	7,205	28	1,728 0 0	257·3	15·5
		Hāpur ...	271 3 28	13,212	50	2,940 0 0	264·2	5·4
		Pilkhuwa ...	112 1 10	5,661	12	768 0 0	471·7	9·3
		Shahdara ...	350 0 0	6,552	18	1,158 0 0	364·0	19·4
		Mawāna ...	306 3 25	7,219	13	900 0 0	209·1	23·6
	Bulandshahr ... {	Bulandshahr ...	836 3 19	15,548	40	2,568 0 0	310·9	16·7
		Anūpshahr ...	421 2 0	8,234	22	1,248 0 0	374·2	19·1
AGRA.		Khūrja ...	748 2 28	27,190	81	5,154 0 0	335·6	9·2
		Sikandarabad ...	452 0 33	16,479	38	2,388 0 0	433·6	11·8
	Aligarh ... {	Koīl ...	452 0 0	62,443	183	11,526 0 0	341·2	2·4
		Hāthras ...	256 0 0	34,932	83	4,746 0 0	420·8	3·0
		Atranli ...	166 0 0	14,482	23	1,284 0 0	629·6	7·2
		Sikandra Rao ...	125 0 0	12,171	25	1,392 0 0	486·8	5·0
	Muttra ... {	Muttra ...	1,306 0 0	55,016	112	8,736 0 0	491·2	6·1
		Brindaban ...		21,467	67	4,596 0 0	320·4	
		Kosi ...		11,231	33	1,926 0 0	340·3	
	Agra ... {	Agra ...	5,760 0 0	160,203	214	18,660 0 0	748·6	26·9
		Fatehpur Sikri ...	332 0 0	6,243	13	612 0 0	480·2	25·5
		Firozabad ...	766 0 0	16,023	24	1,356 0 0	667·6	31·9
	Farukhabad ... {	Farukhabad cum ...	1,859 0 0	62,437	128	7,632 0 0	487·7	14·5
		Fatehgarh ...	692 0 0	12,435	16	864 0 0	777·1	43·2
	Mainpuri ...	Mainpuri ...	296 3 29	22,736	45	2,556 0 0	505·2	6·5
	Etāwah ...	Etāwah ...	604 1 24	34,721	74	4,860 0 0	469·2	8·1
		Total ...	67,519 2 3	955,615	1,964	1,27,050 0 0	486·5	34·3

APPENDIX IV.

Statement showing present grade, pay and allocation of District Police and Chaukidári Forces employed in and paid by the Municipal Towns of the North-Western Provinces and Oudh administered under Act XV of 1873 or Act XV of 1883—(continued).

Division.	District.	Name of municipality.	Area within municipal limits.	Population of municipality by last Census.	REGULAR POLICE.				
					Number of Inspectors.				
					1st grade on Rs. 200.	2nd grade on Rs. 150.	3rd grade on Rs. 125.	4th grade on Rs. 100.	Total.
AGRA--(continued).	Etah	Etah	A. r. p.	8,054	...	...	...	...	...
		Soron	1,649 0 0	12,745	...	...	...	...	...
		Kāsganj	2,928 0 0	16,535	...	...	...	...	...
		Mārehra	2,271 0 0	9,271	...	...	...	...	...
		Jalesar	1,289 0 0	15,609	...	...	...	...	...
		Aliganj	3,555 0 0	7,436	...	...	...	...	...
ROHILKHAND.	Bijnor	Bijnor	2,294 0 0	15,147	...	...	...	...	...
		Chāndpur	380 0 0	11,182	...	...	...	...	...
		Dhāmpur	165 0 0	5,708	...	...	...	...	...
		Nagīna	83 0 0	20,503	...	...	...	...	...
		Najībabad	275 0 0	17,750	...	...	...	...	...
	Moradabad	Moradabad	239 0 0	67,387	...	...	...	...	...
		Chandausi	727 0 0	27,521	...	...	...	...	...
		Anroha	220 0 0	36,145	...	...	...	...	...
		Sambhal	396 0 0	35,196	...	...	...	...	...
	Budaun	Budaun	317 0 0	33,680	...	...	...	...	...
		Bīlsi	415 0 0	6,301	...	...	...	...	...
		Ujhāni	78 0 0	7,185	...	...	...	...	...
		Sahaswān	93 0 0	14,605	...	...	...	...	...
ALLAHABAD.	Bareilly	Bareilly	205 0 0	103,160	...	...	...	...	...
	Shāhjahanpur	Shāhjahanpur	7,040 0 0	77,404	...	...	...	...	...
		Tilhar	1,721 0 0	15,559	...	...	...	...	...
	Pilibhīt	Pilibhīt	286 0 0	29,721	...	...	...	...	...
		Bisalpur	354 0 0	8,903	...	...	...	...	...
	Cawnpore	Cawnpore City	142 0 0	129,250	...	...	...	...	...
		Tilkhana	About	...	...	...	...	...	...
		Anwarganj	4,480 0 0	...	...	...	...	...	...
		Colonelganj	...	...	...	...	...	...	...
	Fatehpur	Fatehpur	...	21,328	...	...	...	...	...
	Bānda	Bānda	761 0 0	27,696	...	...	...	...	...
	Hamīrpur	Hamīrpur	3,483 0 0	...	...	...	...	...	...
BENARES.	Allahabad	Allahabad	...	150,338	...	...	...	...	...
	Jaunpur	Jaunpur	4,779 0 0	42,845	...	...	...	...	...
	Azamgarh	Azamgarh	3,664 0 0	18,528	...	...	...	...	...
	Mirzapur	Mirzapur, including Bindachal.	1,375 0 0	85,362	...	...	...	...	...
		Chunar	3,776 0 0	12,524	...	...	...	...	...
	Benares	Benares	1,510 0 0	208,083	...	...	...	...	...
	Ghāzipur	Ghāzipur	7,424 0 0	43,232	...	...	...	...	...
	Gorakhpur	Gorakhpur	5,424 0 0	57,922	...	...	...	...	...
	Basti	Basti	2,995 2 22	...	...	...	...	...	...
	Ballia	Ballia	...	15,320	...	...	...	...	...
Total			136,797 0 25	2,370,750	...	1	...	...	1

Statement showing present grade, pay and allocation of District Police and Chaukidari Forces administered under Act XV of 1873

Division.	District.	Name of municipality.	Area within municipal limits.	Population of municipality by last Census.	Number of Sub-Inspectors.			
					1st grade on Rs. 70.	2nd grade on Rs. 50.	3rd grade on Rs. 30.	Total.
AGRA—(concluded).	Etah	Etah	A. r. p.	8,054	...	...	...	...
		Soron	1,649 0 0	12,745	...	...	...	...
		Kásganj	2,271 0 0	16,535	...	...	...	...
		Márehra	1,289 0 0	9,271	...	...	...	...
		Jalesar	3,555 0 0	15,609	...	...	...	...
		Aliganj	2,294 0 0	7,436	...	...	...	...
ROHILKHAND.	Bijnor	Bijnor	380 0 0	15,147	...	...	...	...
		Cháandpur	165 0 0	11,182	...	...	...	...
		Dhámput	83 0 0	5,708	...	...	...	...
		Nagína	275 0 0	20,503	...	...	...	...
		Najibabad	239 0 0	17,750	...	...	...	...
	Moradabad	Moradabad	727 0 0	67,387	...	...	...	...
		Chandansi	220 0 0	27,521	...	...	...	...
		Amroha	396 0 0	36,145	...	...	...	...
		Sambhal	317 0 0	35,196	...	...	...	...
	Budaun	Budaun	415 0 0	33,680	...	...	...	...
		Bilsi	78 0 0	6,301	...	...	...	...
		Ujháni	93 0 0	7,185	...	...	...	...
		Sahaswán	205 0 0	14,605	...	...	...	...
ALLAHABAD.	Barcilly	Barcilly	7,040 0 0	103,160	...	...	...	...
	Sháhjahánpur	Sháhjahánpur	1,721 0 0	77,404	...	...	...	...
		Tilhar	286 0 0	15,559	...	...	...	...
	Pilibhít	Pilibhít	354 0 0	29,721	...	...	...	...
		Bisalpur	142 0 0	8,903	...	...	...	...
	Cawnpore	Cawnpore City	About 4,480 0 0	129,250	...	...	...	...
		Tilkhana			...	...	...	...
		Anwarganj			...	...	...	...
		Colonelganj			...	...	...	...
	Fatehpur	Fatehpur	761 0 0	21,328	...	...	...	...
	Bánda	Bánda	3,483 0 0	27,696	...	...	...	...
	Hamírpur	Hamírpur	...	...	...	...	...	...
	Allahabad	Allahabad	4,779 0 0	150,338	...	...	...	...
	Jaunpur	Jaunpur	3,664 0 0	42,845	...	...	...	...
BENARES.	Azamgarh	Azamgarh	1,375 0 0	18,528	...	...	...	...
	Mirzapur	Mirzapur, including Bindachal.	3,776 0 0	85,362	...	...	...	...
		Chunar	1,510 0 0	12,524	...	...	...	...
	Benares	Benares	7,424 0 0	208,083	...	...	...	...
	Gházípur	Gházípur	5,424 0 0	43,232	...	...	...	...
	Gorakhpur	Gorakhpur	2,995 2 22	57,922	...	...	...	...
	Basti	Basti	...	...	...	...	...	...
	Ballia	Ballia	2,484 0 0	15,320	...	...	...	...
Total			136,797 0 25	2,370,760	...	2	...	2

DIX IV.

*employed in and paid by the Municipal Towns of the North-Western Provinces and Oudh
or Act XV of 1883—(continued).*

REGULAR POLICE—(concluded).

[illegible]

Statement showing present grade, pay and allocation of District Police and Chaukidári Force, administered under Act XV of 1873

Division.	District.	Name of municipality.	Area within municipal limits.	Population of municipality by last Census.					
					On Rs. 15.	On Rs. 14.	On Rs. 12.	On Rs. 11.	On Rs. 10-8-0.
AGRA—(continued).	Etah	Etah	A. r. p.	8,054	...	...	...	...	...
		Soron	1,649 0 0	12,745	...	...	...	...	...
		Kásganj	2,928 0 0	16,535	...	...	...	...	...
		Márehra	2,271 0 0	9,271	...	...	...	...	...
		Jalesar	1,289 0 0	15,609	...	...	...	...	...
ROHILKHAND.	Bijnor	Aliganj	3,555 0 0	7,436	...	...	...	...	...
		Bijnor	2,294 0 0	15,147	...	...	...	...	...
		Chándpur	380 0 0	11,182	...	...	...	...	...
		Dhampur	165 0 0	5,708	...	...	...	...	...
		Nagína	83 0 0	20,503	...	...	...	...	...
	Moradabad	Najibabad	275 0 0	17,750	...	...	...	...	...
		Moradabad	239 0 0	67,387	...	...	...	...	...
		Chandausi	727 0 0	27,521	...	...	...	...	...
		Amroha	220 0 0	36,145	...	...	...	...	...
	Budaun	Sambhal	396 0 0	35,196	...	...	...	...	...
		Budaun	317 0 0	33,680	...	...	...	...	...
		Bíli	415 0 0	6,301	...	...	...	...	...
		Ujháni	78 0 0	7,185	...	...	...	...	...
	Bareilly	Sahaswán	93 0 0	14,605	...	...	...	...	...
		Bareilly	205 0 0	103,160	...	...	...	...	...
		Sháhjahánpur	7,040 0 0	77,404	...	...	...	...	...
ALLAHABAD.	Sháhjahánpur	Tilhar	1,721 0 0	15,559	...	...	...	...	...
		Pilibhít	286 0 0	29,721	...	...	...	...	...
	Cawnpore	Bisalpur	354 0 0	8,903	...	...	...	...	...
		Cawnpore City	142 0 0	129,250	...	...	...	...	...
		Tilkhana	About	...	...	...	...	...	...
		Anwarganj	4,480 0 0	21,328	...	...	...	...	...
	Fatehpur	Fatehpur	...	27,696	...	...	...	...	...
	Bánda	Bánda	761 0 0	...	...	...	...	...	...
	Hamírpur	Hamírpur	3,483 0 0	150,338	...	...	...	...	...
	Allahabad	Allahabad	...	42,845	...	...	...	...	...
	Jaunpur	Jaunpur	3,664 0 0	18,528	...	...	...	...	...
	Azamgarh	Azamgarh	1,375 0 0	85,362	...	...	...	...	...
	Mirzapur	Mirzapur, including Bindachal.	3,776 0 0	12,524	...	...	...	...	...
		Chunar	1,510 0 0	208,083	...	...	...	...	...
BENARES.	Benares	Benares	7,424 0 0	43,232	...	...	...	...	...
	Gházípur	Gházípur	5,424 0 0	57,922	...	...	...	...	...
	Gorakhpur	Gorakhpur	2,995 2 22	...	...	...	...	...	...
	Basti	Basti	...	...	...	...	...	...	...
	Ballia	Ballia	2,484 0 0	15,320	...	...	...	...	...
Total			136,797 0 25	2,370,750	...	1	3	...	...

DIX IV.

employed in and paid by the *Municipal Towns of the North-Western Provinces and Oudh*
or *Act XV of 1883*—(continued).

MUNICIPAL JAMADARS AND CHAUKIDARS.

Number of Jamadars.

On Rs. 10.	On Rs. 9-8-0.	On Rs. 9.	On Rs. 8-8-0.	On Rs. 8.	On Rs. 7-8-0.	On Rs. 7.	On Rs. 6-8-0.	On Rs. 6.	On Rs. 5-8-0.	On Rs. 5.	On Rs. 4-8-0.	On Rs. 4.	On Rs. 3-8-0.	Total.
...	1	...	...	...	...	...	...	...	...	...	1
...	2	...	...	...	...	...	...	...	...	...	2
...	2	...	...	...	...	...	...	...	...	...	2
...	1	...	...	...	...	...	...	...	...	...	1
...	1	...	...	1	...	...	...	...	...	2
...	1	...	...	...	...	...	...	...	...	...	1
...	1	...	...	...	...	...	...	...	...	...	1
...	1	...	...	...	...	...	...	...	...	...	1
...	1	...	...	...	1	...	...	...	...	...	1
...	1	...	...	...	...	...	...	...	...	...	1
...	2	...	...	...	...	...	...	...	...	...	2
...	2	...	...	...	...	...	...	...	...	...	2
...	4	...	...	...	...	...	...	...	4
...	1	...	1	...	1	...	...	...	...	...	3
...	1	...	...	...	2	...	...	...	...	...	3
...	1	...	...	...	...	...	1
...	1	...	...	...	2	...	...	...	...	...	3
...	1	...	...	...	...	...	1
...
...	1	...	...	...	...	...	1
...
3	3
...	4	...	...	...	...	...	...	...	...	...	4
...	2	...	...	...	2
...	3	...	...	...	3	...	...	...	...	...	6
...	2	...	...	...	...	...	2
...	1	...	...	...	...	...	...	...	...	...	1
...	1	...	...	...	1	...	...	...	...	...	2
...	1	...	...	...	...	...	...	...	...	...	1
...	2	...	...	...	...	...	...	...	...	...	2
...	1	...	...	...	1	...	...	...	...	...	2
...
10	2	...	...	...	...	...	12
3	3	...	...	...	...	...	...	...	...	...	6
...	1	...	1	...	...	...	...	...	...	...	2
3	3	...	...	...	...	...	...	...	...	...	...
...	1	...	...	...	...	...	...
...
...	6	...	...	...	...	...	...	...	...	...	6
...	1	...	2	...	...	...	...	...	3
...
...	1	...	...	...	1	...	...	...	...	...	2
31	...	2	...	81	2	24	...	45	...	3	...	...	...	192

Statement showing present grade, pay and allocation of District Police and Chaukidári Forces
administered under Act XV of 1873

Division.	District.	Name of municipality.	Area within municipal limits.	Population of municipality by last Census.	MUNICIPAL				
					On Rs. 8-8-0.	On Rs. 8.	On Rs. 7-8-0.	On Rs. 7.	On Rs. 6-8-0.
AGRA—(continued).	Etah	Etah	A. r. p.	8,054	...	...	...	...	...
		Soron	1,649 0 0	12,745	...	...	...	...	...
		Kásganj	2,928 0 0	16,535	...	...	...	...	...
		Márehra	2,271 0 0	9,271	...	...	...	...	...
		Jalesar	1,289 0 0	15,609	...	...	...	...	...
		Aliganj	3,555 0 0	7,436	...	...	...	...	...
ROHILKHAND.	Bijnor	Bijnor	2,294 0 0	15,147	...	...	...	...	...
		Chándpur	380 0 0	11,182	...	...	...	...	...
		Dhampur	165 0 0	5,708	...	...	...	...	...
		Nagína	83 0 0	20,503	...	...	...	...	...
		Najíbabad	275 0 0	17,750	...	...	...	...	...
	Moradabad	Moradabad	239 0 0	67,387	...	...	...	...	...
		Chandausi	727 0 0	27,521	...	...	...	...	...
		Amroha	220 0 0	36,145	...	...	...	...	...
		Sambhal	396 0 0	35,196	...	...	...	...	...
	Budaun	Budaun	317 0 0	33,680	...	...	...	...	...
		Bílsi	415 0 0	6,301	...	...	...	...	...
		Ujhani	78 0 0	7,185	...	...	...	...	...
		Sahaswán	93 0 0	14,605	...	...	...	...	...
ALLAHABAD.	Bareilly	Bareilly	205 0 0	103,160	...	...	...	...	...
	Sháhjahánpur	Sháhjahánpur	7,040 0 0	77,404	...	...	...	...	...
		Tíhar	1,721 0 0	15,559	...	...	...	...	...
	Pilibhít	Pilibhít	286 0 0	29,721	...	...	...	...	...
		Bisalpur	354 0 0	8,903	...	...	...	...	...
	Cawnpore	Cawnpore City	...	...	...	...	...	...	...
		Tíkhana	...	...	...	...	...	...	...
		Anwargaj	...	...	...	...	...	...	...
		Colonelganj	...	...	...	...	...	...	...
		Nawábganj	...	...	...	...	...	...	...
BENARES.	Fatehpur	Fatehpur	About 4,480 0 0	129,250	...	...	...	...	...
	Bánda	Bánda	761 0 0	21,328	...	...	...	...	...
	Hamírpur	Hamírpur	3,483 0 0	27,696	...	...	...	...	...
	Allahabad	Allahabad	...	...	...	...	...	...	...
	Jaunpur	Jaunpur	4,779 0 0	150,338	...	...	...	...	...
	Azamgarh	Azamgarh	3,663 0 0	42,845	...	...	...	...	...
	Mirzapur	Mirzapur, including Bindachal.	1,375 0 0	18,528	...	...	...	...	...
		Chunar	3,776 0 0	85,362	...	...	...	...	...
	Benares	Benares	1,510 0 0	12,524	...	...	...	...	...
	Gházípur	Gházípur	7,424 0 0	208,083	...	...	...	...	...
	Gorakhpur	Gorakhpur	5,424 0 0	43,232	...	...	...	...	...
	Basti	Basti	2,995 2 22	57,922	...	...	...	...	...
BALLIA.	Ballia	Ballia	...	...	...	...	...	...	...
	Ballia	Ballia	2,484 0 0	15,320	...	...	...	...	...
Total			136,797 0 25	2,370,750	...	...	...	...	32

DIX IV.

employed in and paid by the *Municipal Towns of the North-Western Provinces and Oudh*
or *Act XV of 1883*—(continued).

JAMADARS AND CHAUKIDARS—(concluded).

Number of *Chaukidars*.

On Rs. 6.	On Rs. 5-8-0.	On Rs. 5.	On Rs. 4-8-0.	On Rs. 4.	On Rs. 3-8-0.	On Rs. 3.	On Rs. 2-8-0.	On Rs. 2 and below.	Total.	Total number of Municipal Jamadars and Chaukidars employed.	Total annual cost of Jamadars and Chaukidars.	Total number of Police of all kinds employed.	Total annual cost of Police of all kinds.	Number of inhabitants per head of Municipal Police.
											Rs.		Rs. a. p.	
...	...	6	14	...	...	...	...	...	20	21	1,212	21	1,212 0 0	383.5
...	8	...	18	...	...	...	...	...	26	28	1,692	28	1,692 0 0	455.1
...	8	...	22	...	...	...	...	...	30	32	1,908	32	1,908 0 0	516.7
...	...	...	...	14	...	...	...	...	14	15	768	15	768 0 0	608.0
...	...	...	33	...	...	...	...	...	33	35	1,944	35	1,944 0 0	445.6
...	...	...	15	...	4	...	...	...	19	20	1,074	20	1,074 0 0	371.8
...	5	...	10	...	...	...	...	...	15	16	966	16	966 0 0	946.6
...	5	...	10	...	...	...	...	...	15	16	966	16	966 0 0	698.8
...	3	...	13	...	...	...	...	...	16	18	1,068	18	1,068 0 0	317.1
...	10	...	20	...	...	...	...	...	30	32	1,932	32	1,932 0 0	640.7
...	10	...	23	...	...	...	...	...	33	35	2,094	35	2,094 0 0	507.1
...	28	80	...	...	...	...	...	...	108	112	6,984	112	6,984 0 0	601.6
...	25	27	...	...	...	...	...	...	52	55	3,522	55	3,522 0 0	500.3
...	...	49	...	...	...	...	...	...	49	52	3,180	52	3,180 0 0	695.0
...	1	21	...	...	...	...	...	...	22	23	1,398	23	1,398 0 0	1,530.2
...	...	...	60	...	...	...	...	...	60	63	3,480	63	3,480 0 0	534.6
...	...	...	12	...	...	...	...	...	12	13	720	13	720 0 0	484.6
...	...	...	12	...	...	...	...	...	12	12	648	12	648 0 0	598.6
...	...	...	25	...	...	...	...	...	25	26	1,422	26	1,422 0 0	561.7
...	...	...	...	...	...	...	...	...	...	...	...	165	14,779 4 0	625.2
...	...	...	...	...	...	...	...	...	...	...	...	130	9,828 0 0	595.4
...	40	...	...	...	...	...	...	...	40	43	3,000	43	3,000 0 0	361.8
...	24	...	46	...	...	...	...	...	70	74	4,452	74	4,452 0 0	401.6
...	...	...	...	18	...	...	...	...	18	20	984	20	984 0 0	445.1
...	13	...	79	...	4	...	...	...	96	102	5,796	102	5,796 0 0	624.3
...	1	...	21	...	5	...	...	...	27	29	1,554	29	1,554 0 0	
...	...	...	21	...	3	...	...	...	24	25	1,356	25	1,356 0 0	
...	2	...	23	...	5	...	...	...	30	32	1,752	32	1,752 0 0	
...	1	...	17	...	...	...	...	...	18	19	1,080	19	1,080 0 0	561.2
...	...	...	36	...	...	...	...	...	36	38	2,136	38	2,136 0 0	
...	...	35	...	...	...	...	...	...	35	37	2,268	54	3,756 0 0	512.8
...
...	...	60	...	94	...	...	...	...	154	166	9,456	221	13,656 0 0	696.0
...	...	35	...	55	...	...	...	...	90	96	5,388	96	5,388 0 0	446.3
...	...	7	24	...	...	...	...	...	31	33	1,896	33	1,896 0 0	561.4
...	46	42	42	...	...	...	...	...	130	136	8,472	136	8,472 0 0	627.6
...	...	...	24	...	...	...	...	...	24	25	1,368	25	1,368 0 0	500.9
...	...	...	...	...	...	...	...	...	...	...	...	390	30,900 0 0	533.5
...	44	...	48	...	...	...	...	...	92	98	6,072	98	6,072 0 0	441.1
...	...	...	30	30	...	...	...	...	60	63	3,288	63	3,288 0 0	919.3
...
...	10	...	12	...	...	...	...	...	22	24	1,476	24	1,476 0 0	688.3
2	566	504	721	213	28	...	...	...	3,066	3,258	1,92,498	4,405	2,87,017 4 0	538.1

APPENDIX IV.

Statement showing present grade, pay and allocation of District Police and Chaukidári Forces employed in and paid by the Municipal Towns of the North-Western Provinces and Oudh administered under Act XV of 1873 or Act XV of 1883—(continued).

Division.	District.	Name of municipality.	Area within municipal limits.	Population of municipality by last Census.	Area per head of Municipal Police.	Remarks.
AGRA—(continued).	Etah	Etah ...	A. r. p. 1,649 0 0	8,054	78·5	
		Soron ...	2,928 0 0	12,745	104·5	
		Kásganj ...	2,271 0 0	16,535	70·9	
		Márchra ...	1,289 0 0	9,271	85·9	
		Jalesar ...	3,555 0 0	15,609	101·5	
		Aliganj ...	2,294 0 0	7,436	114·7	
	Bijnor	Bijnor ...	380 0 0	15,147	23·7	
		Chándpur ...	165 0 0	11,182	10·3	
		Dhámputr ...	83 0 0	5,708	4·6	
		Nagina ...	275 0 0	20,503	8·5	
		Najibabad ...	239 0 0	17,750	6·8	
ROHILKHAND.	Moradabad	Moradabad ...	727 0 0	67,387	6·4	
		Chandausi ...	220 0 0	27,521	4·0	
		Amroha ...	396 0 0	36,145	7·6	
		Sambhal ...	317 0 0	35,196	13·7	
	Budaun	Budaun ...	415 0 0	33,680	6·5	
		Bilsí ...	78 0 0	6,301	6·0	
		Ujháni ...	93 0 0	7,185	7·7	
		Sahaswán ...	205 0 0	14,605	7·8	
	Bareilly	Bareilly ...	7,040 0 0	103,160	42·6	Includes Rs. 18 per annum, country stationery; Rs. 1,201-4-0 cost of clothing; and Rs. 600 allowance to Inspector.
	Sháhjahánpur	Sháhjahánpur ...	1,721 0 0	77,404	13·2	
		Tilhar ...	286 0 0	15,559	6·6	
ALLAHABAD.	Pilibhít	Pilibhít ...	354 0 0	29,721	4·7	
		Bisalpur ...	142 0 0	8,903	7·1	
	Cawnpore	Cawnpore City ...	About 4,480 0 0	129,250	21·6	
		Tilkhana ...				
		Anwarganj ...				
		Colonelganj ...				
		Nawábganj ...				
	Fatehpur	Fatehpur ...	761 0 0	21,328	20·0	
	Bánda	Bánda ...	3,483 0 0	27,696	64·5	Excludes horse allowance of Sub-Inspector (Rs. 180 per annum) and oil (Rs. 36 per annum).
	Hamírpur	Hamírpur ...	...	...	...
	Allahabad	Allahabad ...	4,779 0 0	150,338	22·1	Rs. 14,691 is the amount fixed by Government for contribution by municipality to pay of police in city, but of this only Rs. 13,656 is actually disbursed on account of pay, the balance is paid to District Superintendent of Police for contingencies, such as clothing, repairs to buildings, registers and stationery, &c.
	Jaunpur	Jaunpur ...	3,664 0 0	42,845	38·1	
	Azamgarh	Azamgarh ...	1,375 0 0	18,528	41·6	
	Mirzapur	Mirzapur, including Bindachal. ...	3,776 0 0	85,362	27·7	
		Chunar ...	1,510 0 0	12,524	60·4	
	Benares	Benares ...	7,424 0 0	208,083	19·0	
	Gházípur	Gházípur ...	5,424 0 0	43,232	55·3	
	Gorakhpur	Gorakhpur ...	2,995 2 22	57,922	47·5	
BENARES.	Basti	Basti ...	...	...	...
	Ballia	Ballia ...	2,484 0 0	15,320	103·5	
	Total	...	136,797 0 25	2,370,750	31·0	

APPENDIX IV.

Statement showing present grade, pay and allocation of District Police and Chaukidári Forces employed in and paid by the Municipal Towns of the North-Western Provinces and Oudh administered under Act XV of 1873 or Act XV of 1883--(continued).

Division.	District.	Name of municipality.	Area within municipal limits.	Population of municipality by last Census.	REGULAR POLICE.									
					Number of Inspectors.					Number of Sub-Inspectors.				
					1st grade on Rs. 200.	2nd grade on Rs. 150.	3rd grade on Rs. 125.	4th grade on Rs. 100.	Total.	1st grade on Rs. 70.	2nd grade on Rs. 50.	3rd grade on Rs. 30.	Total.	
JHÁNSI.	Jhānsi	Jhānsi City ...	26,880 0 0	38,977	...	...	...	...	...	...	...	...	...	...
		Man Rānīpur ...	5,760 0 0	22,827	...	...	...	...	...	...	...	...	...	...
		New Jhānsi ...	999 0 0	2,008	...	...	...	...	...	...	...	...	...	...
JHÁNSI.	Jalaun	Orai ...	409 2 16	7,738	...	...	...	...	...	...	...	...	...	...
		Kālpī ...	851 0 32	14,320	...	...	...	...	...	...	...	...	...	...
		Kūnch ...	281 2 16	13,727	...	...	...	...	...	...	...	...	...	...
KUMAUN.	Lalitpur	Lalitpur ...	1,237 2 24	10,684	...	...	...	...	...	...	...	...	...	...
		Almora ...	384 0 0	4,802	...	...	...	...	...	...	...	...	...	...
		Nainī Tal ...	2,833 0 0	6,576	...	...	...	1	1	...	...	1 on Rs. 40.	1	...
LUCKNOW.	Tarāī	Kāshipur ...	761 0 0	14,667	...	...	...	...	...	...	...	...	...	...
		Lucknow ...	16,000 0 0	239,773	...	...	...	...	...	...	...	...	...	...
		Unao ...	Unao ...	3,473 3 0	9,509	...	...	...	...	...	...	...	...	...
LUCKNOW.	Unao	Newalganj cum Mahārājganj.	93 3 0	3,089	...	...	...	...	...	...	...	...	...	...
		Bara Banki ...	Nawābganj ...	196 0 0	15,133	...	...	...	...	...	...	...	...	...
		Sitapur ...	Sitapur ...	375 0 0	18,544	...	...	...	...	...	...	...	...	...
SITAPUR.	Sitapur	Khairabad ...	556 0 0	14,217	...	...	...	...	...	...	...	...	...	...
		Hardoi ...	Hardoi ...	480 0 0	10,026	...	...	...	...	...	...	...	...	...
		Shahabad ...	645 0 0	18,510	...	...	...	...	...	...	...	...	...	...
SITAPUR.	Hardoi	Sandīla ...	653 0 0	14,865	...	...	...	...	...	...	...	...	...	...
		Sandī ...	204 0 0	9,810	...	...	...	...	...	...	...	...	...	...
		Mallawān ...	300 0 0	10,970	...	...	...	...	...	...	...	...	...	...
SITAPUR.	Kheri	Pihāni ...	301 0 0	7,540	...	...	...	...	...	...	...	...	...	...
		Lakhimpur ...	982 0 0	7,526	...	...	...	...	...	...	...	...	...	...
		Muhamdi ...	384 0 0	6,635	...	...	...	...	...	...	...	...	...	...
FYZABAD.	Fyzabad	Fyzabad, including Ajudhia.	17,280 0 0	71,405	...	...	...	...	...	...	...	...	...	...
		Tanda ...	145 0 0	19,954	...	...	...	...	...	...	...	...	...	...
		Ajudhia ...	...	...	...	...	...	...	...	...	...	...	...	...
FYZABAD.	Bahraich	Bahraich ...	3,200 0 0	21,998	...	...	...	...	...	...	...	...	...	...
		Nānpāra ...	3,200 0 0	7,351	...	...	...	...	...	...	...	...	...	...
		Bhinga ...	640 0 0	5,000	...	...	...	...	...	...	...	...	...	...
GONDA.	Gonda	Gonda ...	1,952 0 0	13,743	...	...	...	...	...	...	...	...	...	...
		Nawābganj ...	332 2 0	8,373	...	...	...	...	...	...	...	...	...	...
		Utraula ...	383 0 0	5,825	...	...	...	...	...	...	...	...	...	...
RAE BARELI.	Rae Bareli	Balrāmpur ...	1,664 3 0	12,811	...	...	...	...	...	...	...	...	...	...
		Rae Bareli ...	7,058 0 0	16,288	...	...	...	...	...	...	...	...	...	...
		Sultanpur ...	1,280 0 0	9,374	...	...	...	...	...	...	...	...	...	...
RAE BARELI.	Partabgarh	Partabgarh ...	1,020 0 0	5,851	...	...	...	...	...	...	...	...	...	...
		Total ...	240,042 3 33	3,091,196	...	1	...	1	2	...	2	1	3	...

N.B.—In the North-Western Provinces annas 8 per mensem is deducted from the pay of each Chaukidār on account of clothing.
In Oudh annas 8 per mensem is deducted from the pay of each Jamadār or Daffadār and Chaukidār on account of clothing.

Statement showing present grade, pay and allocation of District Police and Chaukidári Forces administered under Act XV of 1873

Division.	District.	Name of municipality.	Area within municipal limits.	Population of municipality by last Census.	REGULAR POLICE									
					Number of Head Constables.					Number of Constables.				
					1st grade on Rs. 25.	2nd grade on Rs. 20.	3rd grade on Rs. 15.	4th grade on Rs. 10.	Total.	1st grade on Rs. 8.	2nd grade on Rs. 7.	3rd grade on Rs. 6.	Total.	
JHÁNSI.	Jhánsi	Jhánsi City ...	26,880 0 0	38,977	...	...	...	...	...	...	...	...	...	...
		Mau Ránpur...	5,760 0 0	22,827	...	...	...	...	...	...	...	...	...	...
		New Jhánsi ...	999 0 0	2,008	...	...	...	...	...	...	...	...	...	...
	Jalaun	Orai ...	409 2 16	7,738	...	...	...	...	...	...	...	...	...	...
Kálpí ...		851 0 32	14,320	...	...	...	...	...	...	...	...	...	...
Kúnch ...		281 2 16	13,727	...	...	...	...	...	...	...	...	...	...
KUMAUN.	Lalitpur	Lalitpur ...	1,287 2 24	10,684	...	...	...	...	...	...	...	...	...	...
	Kumaun	Almora ...	384 0 0	4,802	...	...	1	...	1	1	...	6	7	...
		Naini Tal ...	2,833 0 0	6,576	...	...	1	2	3	3	...	21	24	...
	Tarái	Káshipur ...	761 0 0	14,667	...	...	...	...	...	...	...	...	...	...
	Lucknow	Lucknow ..	16,000 0 0	239,773	...	1	14	35	50	...	49	456	505	...
LUCKNOW.	Unao	Unao ...	3,473 3 0	9,509	...	...	...	...	...	...	...	...	...	...
		Newalganj cum Maháránganj.	93 3 0	3,089	...	...	...	...	...	...	...	...	...	...
	Bara Banki	Nawábganj ...	196 0 0	15,133	...	...	...	...	...	...	...	...	...	...
SITAPUR.	Sitapur	Sitapur ...	375 0 0	18,544	...	...	...	...	...	...	...	...	...	...
		Khairabad ...	556 0 0	14,217	...	...	...	...	...	...	...	...	...	...
	Hardoi	Hardoi ...	480 0 0	10,026	...	...	...	...	...	...	...	...	...	...
		Shahabad ...	645 0 0	18,510	...	...	...	...	...	...	...	...	...	...
		Sandila ...	653 0 0	14,865	...	...	...	...	...	...	...	...	...	...
		Sandi ...	204 0 0	9,810	...	...	...	...	...	...	...	...	...	...
Mallawán ...		300 0 0	10,970	...	...	...	...	...	...	...	...	...	...
FYZABAD.	Kheri	Piháni ...	301 0 0	7,540	...	...	...	...	...	...	...	...	...	...
		Lakhimpur ...	982 0 0	7,526	...	...	...	...	...	...	...	...	...	...
	Fyzabad	Muhamdi ...	384 0 0	6,635	...	...	...	...	...	...	...	...	...	...
		Fyzabad, including Ajudhia.	17,280 0 0	71,405	...	...	...	...	...	...	...	...	...	...
	Tanda ...	145 0 0	19,954	...	...	...	...	...	...	...	...	...	...	...
RAE BARELL.	Bahraich	Ajudhia ...	...	...	...	...	...	...	...	...	...	...	...	...
		Bahraich ...	3,200 0 0	21,998	...	...	...	...	...	...	...	...	...	...
		Nánpara ...	3,200 0 0	7,351	...	...	...	...	...	...	...	...	...	...
	Bhinga ...	640 0 0	5,000	...	...	...	...	...	...	...	...	...	...
Gonda	Gonda ...	1,952 0 0	13,743	...	...	...	...	...	...	...	...	...	...	...
	Nawábganj ...	332 2 0	8,373	...	...	...	...	...	...	...	...	...	...	...
	Utraula ...	383 0 0	5,825	...	...	...	...	...	...	...	...	...	...	...
Rae Bareli	Rae Bareli ...	7,058 0 0	16,288	...	...	...	...	...	...	...	...	...	...	...
Sultanpur	Sultanpur ...	1,280 0 0	9,374	...	...	...	...	...	...	...	...	...	...	...
Partabgarh	Partabgarh ...	1,020 0 0	5,851	...	...	...	...	...	...	...	...	...	...	...
Total ...			240,042 3 33	3,091,196	1	5	20	99	125	5	299	1,305	1,609	...

N.B.—In the North-Western Provinces annas 8 per mensem is deducted
In Oudh annas 8 per mensem is deducted from the pay of each

DIX IV.

employed in and paid by the *Municipal Towns of the North-Western Provinces and Oudh*
or *Act XV of 1883*—(continued).

—(concluded).—		MUNICIPAL JAMADARS AND CHAUKIDARS.														
Total number of Regular Police.	Total annual cost of Regular Police. Rs. a. p.	Number of Jamadars.														
		On Rs. 15.	On Rs. 14.	On Rs. 12.	On Rs. 11.	On Rs. 10-8-0.	On Rs. 10.	On Rs. 9-8-0.	On Rs. 9.	On Rs. 8-8-0.	On Rs. 8.	On Rs. 7-8-0.	On Rs. 7.	On Rs. 6-8-0.	On Rs. 6.	On Rs. 5-8-0.
...	...	1	...	1	...	...	3	...	...	...	...	...	...	...	...	...
...	1	...	...	...	...	...	...	...	...	...
...	1	...	...	...	...	...
...	2	...	2	...	...	...
...	1	...	...	...	...	...	...	...	...	1
8	708 0 0	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
29	3,900 0 0	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
...	1	...	...	1
555	43,908 0 0	...	...	...	...	...	...	...	...	...	...	...	...	...	13	13
...	1	...	...	...	...	...	...	...	1	...	1
...
...	1	...	...	...	...	...	2	...	...	...	3
...	1	...	...	...	...	...	...	1
...	1	...	...	...	...	...	...	1
...	1	...	...	...	2
...	2	...	2
...	1	...	1
...	1	...	1
...
...
...
...	1	...	...	...	...	2	3
...	2	2
...
...
...	2	2
...	1	1
...	2	2
...
...	1	...	...	...	...	...	2
...	1	...	...	...	...	...	1
...	1	1
1,739	1,43,035 4 0	1	1	4	...	3	36	...	4	3	84	6	27	10	45	23
																250

from the pay of each Chaukidar on account of clothing.
Jamadar or Daffadar and Chaukidar on account of clothing.

*Statement showing present grade, pay and allocation of District Police and Chaukidari Forces
administered under Act XV of 1873*

Division.	District.	Name of municipality.	Area within municipal limits.	Population of municipality by last Census.	MUNICIPAL JAMADARS							
					Number of							
					On Rs. 8-8-0.	On Rs. 8.	On Rs. 7-8-0.	On Rs. 7.	On Rs. 6-8-0.	On Rs. 6.	On Rs. 5-8-0.	On Rs. 5.
JHANSI.	Jhānsi	Jhānsi City ...	A. r. p. 26,880 0 0	38,977	...	...	...	...	...	...	...	41
		Mau Rānīpur ...	5,760 0 0	22,827	...	...	...	...	...	...	...	5
		New Jhānsi ...	999 0 0	2,008	...	...	...	...	...	...	...	...
	Jalaun	Orai ...	409 2 16	7,738	...	...	...	...	...	...	6	...
		Kālpi ...	851 0 32	14,320	...	...	...	...	...	...	...	...
		Kūnch ...	281 2 16	13,727	...	...	...	...	...	...	12	...
Lalitpur	Lalitpur ...	1,287 2 24	10,684	...	...	...	...	...	4	...	12	
KUMAUN.	Kumaun	Almora ...	384 0 0	4,802	...	...	...	...	...	...	...	4
		Naini Tal ...	2,833 0 0	6,576	...	...	...	...	...	...	...	...
	Tarāi ...	Kāshipur ...	761 0 0	14,667	...	...	...	...	...	...	...	32
LUCKNOW.	Lucknow	Lucknow ...	16,000 0 0	239,773	...	...	...	...	...	...	...	...
	Unao	Unao ...	3,473 3 0	9,509	...	...	...	...	...	...	6	...
		Newalganj cum Mahārājganj.	93 3 0	3,089	...	...	...	...	...	...	...	...
Bara Banki	Nawābganj ...	196 0 0	15,133	...	...	...	...	...	...	9	15	
SITAPUR.	Sitapur	Sitapur ...	375 0 0	18,544	...	...	...	...	...	...	...	29
		Khairabad ...	556 0 0	14,217	...	...	...	...	...	...	...	22
	Hardoi	Hardoi ...	480 0 0	10,026	...	...	...	...	...	...	...	...
		Shahabad ...	645 0 0	18,510	...	...	...	...	...	...	...	...
		Sandila ...	653 0 0	14,865	...	...	...	...	...	...	...	...
		Sandi ...	204 0 0	9,810	...	...	...	...	...	...	...	...
Mallawān ...		300 0 0	10,970	...	...	...	...	...	...	...	...
Pihāni ...	301 0 0	7,540	...	...	...	...	...	...	...	...
Kheri	Lakhimpur ...	982 0 0	7,526	...	...	...	...	...	...	...	...
	Muhamdi ...	384 0 0	6,635	...	...	...	...	...	...	...	...
FYZABAD.	Fyzabad	Fyzabad, including Ajudhia.	17,280 0 0	71,405	...	...	...	...	...	...	...	35
		Tanda Ajudhia	145 0 0	19,954	...	...	...	...	...	...	...	20
	
	Bahraich	Bahraich ...	3,200 0 0	21,998	...	...	...	...	...	...	...	...
		Nānpara ...	3,200 0 0	7,351	...	...	...	...	...	...	...	...
		Bhinga ...	640 0 0	5,000	...	...	...	...	...	...	...	...
Gonda	Gonda ...	1,952 0 0	13,743	...	...	...	...	...	...	...	...
	Nawābganj ...	332 2 0	8,373	...	...	...	...	...	...	...	...
	Utraula ...	383 0 0	5,825	...	...	...	...	...	...	...	...
	Balrāmpur ...	1,664 3 0	12,811	...	...	...	...	...	...	...	...
RAE BARELI.	Rae Bareli	Rae Bareli ...	7,058 0 0	16,288	...	...	...	...	...	...	31	...
	Sultanpur	Sultanpur ...	1,280 0 0	9,374	...	...	...	...	...	...	...	...
	Partabgarh	Partabgarh ...	1,020 0 0	5,851	...	...	...	...	...	...	...	...
Total			240,042 3 33	3,091,196	...	...	...	...	32	6	630	719

N.B.—In the North-Western Provinces annas 8 per mensem is deducted
In Oudh annas 8 per mensem is deducted from the pay of each

DIX IV.

employed in and paid by the Municipal Towns of the North-Western Provinces and Oudh or Act XV of 1883—(concluded).

AND CHAUKIDARS—(concluded).														
Chaukidars.														
On Rs. 4-8-0.	On Rs. 4.	On Rs. 3-8-0.	On Rs. 3.	On Rs. 2-8-0.	On Rs. 2 and below.	Total.	Total number of Municipal Jamadars and Chaukidars employed.	Total annual cost of Jamadars and Chaukidars.	Total number of Police of all kinds employed.	Total annual cost of Police of all kinds.	Number of inhabitants per head of Municipal Police.	Area per head of Municipal Police.	Remarks.	
								Rs.		Rs. a. p.		Acres.		
...	27	68	72	4,296	72	4,296 0 0	541.3	373.3	* Does not get clothing allowance. Excludes annual contribution of Rs. 190. Excludes Rs. 30 for oil. Excludes an annual contribution of Rs. 300.	
24	27	...	...	...	...	56	58	3,156	58	3,156 0 0	393.5	99.3
12	...	...	...	...	...	12	12	648	12	648 0 0	167.3	83.2
9	1*	16	17	1,014	17	1,014 0 0	455.1	24.0	† Includes a supervision allowance of Rs. 240 per annum, paid by municipality for Provincial Police. Government contributes Rs. 1,200 per annum.	
28	...	...	...	...	...	28	30	1,680	30	1,680 0 0	477.3	28.3
12	...	...	...	...	...	24	26	1,632	26	1,632 0 0	527.9	10.8
...	4	20	21	1,320	21	1,560 0 0	508.7	61.3	‡ Including contingencies. The municipality pays a yearly contribution of Rs. 270 towards cost of Regular Police.	
...	...	...	...	...	...	4	4	240	12	948 0 0	400.1	32.0
...	...	...	...	...	...	...	...	...	29	14,700 0 0	226.7	97.6
...	32	33	2,004	33	2,004 0 0	444.4	23.0	§ Includes Rs. 60 allowance to clerk.	
66	...	...	...	...	...	66	79	4,422	634	48,330 0 0	378.1	25.2
6	...	...	...	...	...	12	13	846	13	846 0 0	731.4	267.2
5	5	6	348	6	348 0 0	514.8	15.6	¶ Excluding an allowance of Rs. 10 per mensem to the Sub-Inspector, Bahraich station.	
13*	...	...	...	...	...	37	40	2,502	40	2,502 0 0	378.3	4.9
...	...	...	...	...	...	29	30	1,848	30	1,848 0 0	618.1	12.5
...	22	23	1,428	23	1,428 0 0	618.1	24.1	§ Includes Rs. 60 allowance to clerk.	
16	...	...	...	...	...	16	17	954	17	954 0 0	589.7	28.2
26	...	...	...	...	...	26	28	1,560	28	1,560 0 0	661.0	23.0
24	24	26	1,464	26	1,464 0 0	571.7	25.1	¶ Excluding an allowance of Rs. 10 per mensem to the Sub-Inspector, Bahraich station.	
15	...	...	...	...	...	15	17	1,014	17	1,014 0 0	577.0	12.0
14	...	...	...	...	...	14	15	834	15	834 0 0	731.3	20.0
12	12	13	726	13	726 0 0	580.0	23.1	¶ There are three (actually village) Chaukidars, 2 on Rs. 2 and 1 on Rs. 0-10-8; but the municipality gets Rs. 56 from the Chaukidari Cess and pays the same to these men.	
10	...	...	...	...	...	10	11	618	11	618 0 0	684.1	89.2
10	...	...	...	...	...	10	11	618	11	618 0 0	603.1	34.9
47	82	82	4,698	82	4,698 0 0	700.0	169.4	¶ Excluding an allowance of Rs. 10 per mensem to the Sub-Inspector, Bahraich station.	
22	...	...	...	...	...	42	42	2,388	42	2,388 0 0	475.0	3.4
...	20	...	...	...	...	20	20	960	20	960 0 0	...	...
40	18	58	61	3,258	61	3,258 0 0	360.6	52.4	¶ Excluding an allowance of Rs. 10 per mensem to the Sub-Inspector, Bahraich station.	
8	6	...	...	...	...	14	16	852	16	852 0 0	459.4	200.0
...	4	...	...	...	...	4	4	192	4	192 0 0	1,250.0	160.0
23	23	23	1,242	23	1,242 0 0	597.5	84.8	¶ There are three (actually village) Chaukidars, 2 on Rs. 2 and 1 on Rs. 0-10-8; but the municipality gets Rs. 56 from the Chaukidari Cess and pays the same to these men.	
20	...	...	...	...	...	20	22	1,212	22	1,212 0 0	380.5	15.1
10	...	...	...	...	...	10	11	606	11	606 0 0	529.5	34.8
20	20	22	1,212	22	1,212 0 0	582.3	75.6	¶ There are three (actually village) Chaukidars, 2 on Rs. 2 and 1 on Rs. 0-10-8; but the municipality gets Rs. 56 from the Chaukidari Cess and pays the same to these men.	
...	...	...	...	...	...	31	33	2,226	33	2,226 0 0	493.5	213.8
11	...	1	...	...	...	12	13	738	13	738 0 0	721.0	98.4
...	...	10	13	14	542	14	542 0 0	417.9	72.8	¶ There are three (actually village) Chaukidars, 2 on Rs. 2 and 1 on Rs. 0-10-8; but the municipality gets Rs. 56 from the Chaukidari Cess and pays the same to these men.	
2,224	319	39	1	...	3	3,973	4,223	2,47,796	5,962	3,91,871 4 0	518.4	40.2		

from the pay of each Chaukidar on account of clothing.
Jamadar or Daffadar and Chaukidar on account of clothing.

[illegible]

APPENDIX V.

Statement showing present Numbers, Grades and Pay of the Town Police employed in the North-Western Provinces and Oudh in the Towns administered under Act XX of 1856—(continued).

Division.	District.	Name of town.	Total population by last Census.	Number of inhabited houses.	Number of houses taxed.	Total amount of tax.	Number of Jamadars.										Number of Chavkidars.					Total annual cost of Town Police.	Number of inhabited houses per head of Town Police.	Number of inhabitants per head of Town Police.	Remarks.																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																										
							On Rs. 10.	On Rs. 9-8-0.	On Rs. 9.	On Rs. 8-8-0.	On Rs. 8.	On Rs. 7-8-0.	On Rs. 7.	On Rs. 6-8-0.	On Rs. 6.	On Rs. 5-8-0.	On Rs. 5.	On Rs. 4-8-0.	On Rs. 4.	On Rs. 3-8-0.	Total.					On Rs. 3-8-0.	On Rs. 4.	On Rs. 4-8-0.	On Rs. 5.	On Rs. 5-8-0.	On Rs. 6.	On Rs. 6-8-0.	On Rs. 7-8-0.	On Rs. 8.	On Rs. 8-8-0.	On Rs. 9.	On Rs. 9-8-0.	On Rs. 10.	Total.																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																												
Meerut—(continued.)	Bulandshahr.	Jhajhar	4,149	1,124	705	874 0 0</

Barore		Bareilly.		Bijnor.		Moradabad.		Moradabad.		Total	
Barore	307	2,314	123	406	0	0	0	0	0	0	0
Nawabganj	4,343	13,018	682	594	0	0	0	0	0	0	0
Aonla	2,199	6,542	338	775	0	0	0	0	0	0	0
Sarauli	1,000	2,189	132	359	0	0	0	0	0	0	0
Pyas	547	3,755	204	325	0	0	0	0	0	0	0
Fatehganj East	490	4,113	...	...	0	0	0	0	0	0	0
Shahi	541	4,198	142	315	0	0	0	0	0	0	0
Cantonment	762	4,519	211	405	0	0	0	0	0	0	0
Senthal	660	5,881	284	496	0	0	0	0	0	0	0
Shisgarh	1,318	...	...	775	0	0	0	0	0	0	0
Sheopuri	...	...	...	...	0	0	0	0	0	0	0
Faridpur	...	...	...	...	0	0	0	0	0	0	0
Total	8,434	50,872	2,686	6,730	0	0	0	0	0	0	0
Nihtor	1,375	9,686	864	1,281	0	0	0	0	0	0	0
Sheohara	1,415	12,728	940	1,404	0	0	0	0	0	0	0
Kiratpur	1,806	7,125	849	1,255	0	0	0	0	0	0	0
Mandawar	1,897	7,797	820	1,015	0	0	0	0	0	0	0
Azulgarh	1,965	3,632	849	988	0	0	0	0	0	0	0
Daranagar or Ganj	1,065	15,087	678	719	0	0	0	0	0	0	0
Sherkot	1,938	5,547	961	1,791	0	0	0	0	0	0	0
Jhalu	1,371	4,543	759	748	0	0	0	0	0	0	0
Rehar	946	...	450	674	0	0	0	0	0	0	0
Total	13,795	75,159	7,170	9,875	0	0	0	0	0	0	0
Thakurdwara	1,627	6,541	937	1,300	0	0	0	0	0	0	0
Sirsi	2,029	5,947	888	1,050	0	0	0	0	0	0	0
Kant	2,250	6,936	1,593	1,400	0	0	0	0	0	0	0
Darhiyal	1,340	5,657	561	806	8	0	0	0	0	0	0
Kundarki	1,479	4,218	738	839	12	0	0	0	0	0	0
Blari	1,302	4,861	677	961	12	0	0	0	0	0	0
Sambhal	2,680	5,928	1,366	1,150	0	0	0	0	0	0	0
Moradabad Cantonment,	...	...	...	...	0	0	0	0	0	0	0
Husanpur and Mubarik-	9,142	2,796	1,196	1,500	0	0	0	0	0	0	0
pur.	...	...	...	...	0	0	0	0	0	0	0
Bachraon	1,857	7,046	1,009	1,400	0	0	0	0	0	0	0
Dhanaura	1,854	5,204	1,152	1,280	0	0	0	0	0	0	0
Total	19,214	61,480	10,117	11,688	0	0	0	0	0	0	0

APPENDIX V.
Statement showing present Numbers, Grades and Pay of the Town Police employed in the North-Western Provinces and Oudh in the Towns administered under Act XX of 1856—(continued).

Division.	District.	Name of town.	Total population by last Census.	Number of inhabited houses.	Number of houses taxed.	Total amount of tax. Rs. a. p.	Number of Jamadars.										Number of Chaudhairs.					Total number of Town Police.	Total annual cost of Town Police. Rs.	Number of inhabited houses per head of Town Police.	Number of inhabitants per head of Town Police.	Remarks.																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																									
							On Rs. 10-0.	On Rs. 9-8-0.	On Rs. 8-8-0.	On Rs. 8-0.	On Rs. 7-8-0.	On Rs. 7.	On Rs. 6-8-0.	On Rs. 6.	On Rs. 5-8-0.	On Rs. 5.	On Rs. 4-8-0.	On Rs. 4.	On Rs. 3-8-0.	Total.	On Rs. 5-8-0.						On Rs. 4-8-0.	On Rs. 4.	On Rs. 3-8-0.	Total.																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																					
Shahjahanpur.	Budaun.	Islamnagar	5,890	1,198	774	1,232 4 0</

[illegible]

APPENDIX V.

Statement showing present Numbers, Grades and Pay of the Town Police employed in the North-Western Provinces and Oudh in the Towns administered under Act XX of 1856—(continued).

Division.	District.	Name of town.	Total population by last Census.	Number of inhabited houses.	Number of houses taxed.	Total amount of tax. Rs. a. p.	Number of <i>Jamādars</i> .										Number of <i>Chaukidars</i> .					Total number of Town Police.	Total annual cost of Town Police. Rs.	Number of inhabited houses per head of Town Police.	Number of inhabitants per head of Town Police.	Remarks.
							On Rs. 10-0.	On Rs. 9-8-0.	On Rs. 9.	On Rs. 8-8-0.	On Rs. 8.	On Rs. 7-8-0.	On Rs. 7.	On Rs. 6-8-0.	On Rs. 6.	On Rs. 5-8-0.	On Rs. 5.	On Rs. 4-8-0.	On Rs. 4.	On Rs. 3-8-0.	Total.					
Agra—(continued).	Etawah.	Auraiya ...	7,299	2,001	1,320	1,980 0 0	...	...	...	...	1	...	...	3	...	...	...	...	...	...	16	17	1,110	117.7	429.3	
		Phaphond ...	8,073	1,575	1,116	1,719 0 0	...	...	...	...	1	...	...	3	...	...	...	...	...	...	14	15	1,068	103.0	538.2	
		Aherpur ...	2,814	637	324	648 0 0	...	...	...	...	1	...	...	2	...	...	...	...	...	...	6	7	523	93.8	402.0	
		Lakhna ...	3,551	898	618	912 0 0	...	...	...	...	1	...	...	2	...	...	...	...	...	...	6	7	528	128.2	507.2	
		Jaswantnagar ...	4,950	1,879	954	1,403 0 0	...	...	...	...	1	...	...	4	...	...	...	...	...	...	12	13	960	144.5	380.7	
		Total	26,687	7,010	4,362	5,662 0 0	...	...	...	...	5	...	...	14	...	...	...	...	...	...	54	59	4,194	118.8	452.3	
	Etah.	Sakti ...	4,957	1,137	530	768 0 0	...	...	...	...	...	...	...	...	...	...	...	...	...	...	8	8	384	142.1	619.6	
		Biram ...	3,254	722	366	411 12 0	...	...	...	...	...	...	...	...	...	...	...	...	...	...	3	4	204	180.5	813.5	
		Dhumri ...	2,499	599	155	240 0 0	...	...	...	...	...	...	...	...	...	...	...	...	...	...	2	2	96	299.5	1,249.5	
		Sirpura ...	1,045	233	162	216 12 0	...	...	...	...	...	...	...	...	...	...	...	...	...	...	2	2	96	141.5	522.5	
		Nidholi ...	3,673	926	536	795 0 0	...	...	...	...	...	...	...	...	...	...	...	...	...	...	8	8	384	115.7	459.1	
		Bahawar ...	4,065	1,178	597	870 9 0	...	...	...	...	...	...	...	...	...	...	...	...	...	...	9	9	426	130.8	451.6	
		Amampur ...	2,591	576	357	480 0 0	...	...	...	...	...	...	...	...	...	...	...	...	...	...	3	4	240	115.2	518.2	
		Mohampur ...	2,600	690	300	432 0 0	...	...	...	...	...	...	...	...	...	...	...	...	...	...	3	6	288	176.3	799.6	
		Patiali ...	4,798	1,068	485	468 0 0	...	...	...	...	...	...	...	...	...	...	...	...	...	...	11	12	600	101.3	466.0	
		Ganj Dhandwara ...	5,592	1,216	600	900 0 0	...	...	...	...	...	...	...	...	...	...	...	...	...	...	4	4	192	171.5	720.0	
Agra—(continued).	Etah.	Sarai Aghat ...	2,880	636	293	354 0 0	...	...	...	...	...	...	...	...	...	...	...	...	...	...	6	6	360	144.7	667.1	
		Kampur ...	4,670	1,013	372	558 0 0	...	...	...	...	...	...	...	...	...	...	...	...	...	...	2	2	96	201.0	738.5	
		Sarai Girdhari ...	1,477	402	167	195 6 0	...	...	...	...	...	...	...	...	...	...	...	...	...	...	1	1	48	640.0	2,710.0	
		Kadiganj ...	2,710	640	240	334 0 0	...	...	...	...	...	...	...	...	...	...	...	...	...	...	2	2	96	102.5	431.5	
		Nawabgunj ...	863	205	196	204 0 0	...	...	...	...	...	...	...	...	...	...	...	...	...	...	1	1	36	195.7	803.2	
		Awah ...	5,623	1,370	420	672 0 0	...	...	...	...	...	...	...	...	...	...	...	...	...	...	7	7	336	163.0	642.1	
		Total	53,297	12,701	5,636	7,899 7 0	...	...	...	...	...	...	...	...	...	...	...	...	...	...	79	83	4,062	100.7	367.5	
	Etah.	Bharatganj ...	4,043	1,108	495	972 0 0	...	...	...	...	...	...	...	...	...	...	...	...	...	...	10	11	624	110.8	461.8	
		Kara ...	5,080	1,219	639	913 0 0	...	...	...	...	...	...	...	...	...	...	...	...	...	...	10	11	600	101.7	467.5	
		Daranagar ...	3,273	708	444	770 0 0	...	...	...	...	...	...	...	...	...	...	...	...	...	...	6	7	420	101.7	467.5	

Includes three const
bles, 3rd grade, recei
ing Rs. 5-12-0 each.

[illegible]

APPENDIX V.

Statement showing present Numbers, Grades and Pay of the Town Police employed in the North-Western Provinces and Oudh in the Towns administered under Act XX of 1856—(continued).

Division.		Name of town.	Total population by last Census.	Number of inhabited houses.	Number of houses taxed.	Total amount of tax.	Number of Jamadars.										Number of Chaudhars.				Total annual cost of Town Police.	Number of inhabited houses per head of Town Police.	Number of inhabitants per head of Town Police.	Remarks.					
							Rs. a. p.	On Rs. 9-8-0.	On Rs. 9-0.	On Rs. 8-8-0.	On Rs. 8-0.	On Rs. 7-8-0.	On Rs. 7-0.	On Rs. 6-8-0.	On Rs. 6-0.	On Rs. 5-8-0.	On Rs. 5-0.	On Rs. 4-8-0.	Total.	On Rs. 8-0.					On Rs. 6-8-0.	On Rs. 6-0.	On Rs. 5-8-0.	On Rs. 5-0.	On Rs. 4-8-0.	On Rs. 4-0.	On Rs. 3-8-0.	Total.
Ghazipur.		Zamania	5,116	1,200	871	1,350 0 0	...	...	...	...	...	...	...	...	...	1	...	...	...	...	5	6	...	...	11	Rs. 750	100-0	426-3	
		Sayyidpur	5,075	1,108	880	1,250 0 0	...	...	...	...	...	...	...	...	...	1	...	...	...	...	4	5	...	...	9	630	110-8	507-5	
		Muhammabad	7,135	1,542	645	1,006 0 0	...	...	...	...	...	...	...	...	...	1	...	...	...	...	...	11	...	...	11	690	128-5	594-5	
		Abdulpur and Bahadur-ganj.	5,007	1,050	435	832 0 0	...	...	...	...	...	...	...	...	...	1	...	...	...	...	...	8	...	...	8	516	116-6	556-3	
		Sadat Rasulpur Jamal alias Jamalpur.	3,951	727	427	580 0 0	6	6	324	121-1	658-5
		Total	26,284	5,627	3,258	5,018 0 0	...	...	...	...	...	...	...	...	4	...	...	...	...	9	36	...	...	45	2,910	114-8	536-4		
Basti.		Mehndawal	11,468	709	455	1,649 8 0	...	...	...	...	...	...	...	...	...	1	...	...	...	...	...	5	9	...	14	798	47-2	764-5	
		Biskohar	2,687	293	197	600 8 0	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	6	...	6	288	48-8	447-8	
		Basti Bazar	10,472	1,372	576	1,117 14 0	...	...	...	...	...	...	...	...	...	1	...	...	...	4	...	...	5	9	10	576	137-2	498-6	
		Pana Bazar	...	526	326	1,183 6 0	...	...	...	...	...	...	...	...	...	1	...	...	...	5	...	...	...	10	11	612	47-8	...	
		Total	24,627	2,900	1,554	4,559 4 0	...	...	...	...	...	...	...	...	3	...	...	...	9	5	25	...	39	42	2,274	69-0	586-3		
Ballia.		Rasrah	11,224	2,218	1,089	2,300 13 0	...	...	...	...	...	...	...	...	...	1	...	...	...	...	...	8	...	...	16	1,080	130-4	660-2	
		Turtipur	6,307	1,208	341	684 14 0	...	...	...	...	...	...	...	...	...	1	...	...	...	...	...	7	...	...	7	438	151-0	788-3	
		Sikandarpur	7,027	1,505	605	857 4 0	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	9	...	...	9	486	167-2	780-7	
		Bansdih	9,617	1,742	537	924 6 6	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	10	...	...	10	540	174-2	961-7	
		Maniar	8,600	1,408	821	1,023 8 4	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	11	...	...	11	594	128-0	781-8	
		Sahatwar	11,024	1,802	940	1,354 11 9	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	14	...	...	14	756	128-7	787-4	

BNARRES—(concluded).

APPENDIX V.

Statement showing present Numbers, Grades and Pay of the Town Police employed in the North-Western Provinces and Oudh in the Towns administered under Act XX of 1856—(continued).

Division.	District.	Name of town.	Total population by last Census.	Number of inhabited houses.	Number of houses taxed.	Total amount of tax. Rs. a. p.	Number of Jamadars.										Number of Chaukidars.					Total annual cost of Town Police.	Number of inhabited houses per head of Town Police.	Number of inhabitants per head of Town Police.	Remarks.
							On Rs. 9-8-0.	On Rs. 9.	On Rs. 8-8-0.	On Rs. 8.	On Rs. 7-8-0.	On Rs. 7.	On Rs. 6-8-0.	On Rs. 6.	On Rs. 5-8-0.	On Rs. 5.	On Rs. 4-8-0.	On Rs. 4.	On Rs. 3-8-0.	Total.	Total number of Town Police.				
LUCKNOW.	Lucknow.	Kakori	7,462	1,516	941	956 4 6	...	...	...	...	...	...	...	...	...	...	...	...	...	7	8	Rs.	189-5	932-7	
		Chinhat	1,822	395	241	312 14 0	...	...	...	...	...	...	...	...	...	...	...	...	...	3	3	144	131-7	607-3	
		Itanuja	2,141	394	320	303 6 0	...	...	...	...	...	...	...	...	...	...	...	...	...	4	4	186	98-5	535-2	
		Amaniganj	1,276	237	200	223 8 0	...	...	...	...	...	...	...	...	...	...	...	...	...	3	3	144	79-0	425-3	
		Mahabad	7,276	1,285	1,361	1,503 6 0	...	...	...	...	...	...	...	...	...	...	...	...	...	15	15	738	86-3	485-0	
		Goshanganj	2,923	596	280	505 6 0	...	...	...	...	...	...	...	...	...	...	...	...	...	5	5	294	99-3	487-1	
		Amethi	5,654	1,151	343	470 4 0	...	...	...	...	...	...	...	...	...	...	...	...	...	8	8	438	127-8	628-2	
		Bijnor	3,370	675	559	253 1 6	...	...	...	...	...	...	...	...	...	...	...	...	...	3	3	204	168-7	842-5	
		Mariaon Bazar	1,873	413	164	179 9 0	...	...	...	...	...	...	...	...	...	...	...	...	...	2	2	90	206-5	936-5	
		Sadar Bazar, Cantons.	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
LUCKNOW.	Unao.	Bangia Bazar	894	220	185	159 7 0	...	...	...	...	...	...	...	...	...	...	...	...	...	2	2	96	110-0	447-0	
		Total	34,691	6,892	4,594	4,867 2 0	...	...	...	...	...	...	...	...	...	...	...	...	...	51	56	2,742	123-0	619-4	
		Sadpur	7,031	1,473	938	888 0 0	...	...	...	...	...	...	...	...	...	...	...	...	...	7	8	456	184-1	878-8	
		Bargaman	6,350	1,294	456	608 0 0	...	...	...	...	...	...	...	...	...	...	...	...	...	5	6	348	215-6	1,058-3	
		Noradabad	4,149	715	245	360 0 0	...	...	...	...	...	...	...	...	...	...	...	...	...	3	4	240	178-7	1,037-2	
		Bhagwaninagar	3,557	835	495	719 0 0	...	...	...	...	...	...	...	...	...	...	...	...	...	6	7	414	119-2	508-1	
		Mohan, Mchan Khurd, and Sukiman Aliganj.	5,858	1,102	997	720 0 0	...	...	...	...	...	...	...	...	...	...	...	...	...	7	8	456	137-7	732-2	
		Manganj	3,124	836	578	341 0 0	...	...	...	...	...	...	...	...	...	...	...	...	...	3	4	240	209-0	781-0	
		Total	30,069	6,255	3,709	3,636 0 0	...	...	...	...	...	...	...	...	...	...	...	...	...	31	37	2,154	169-0	812-5	
Banki.	Banki.	Radauli including Kashi-pur.	11,394	2,951	2,110	3,007 6 0	...	...	...	...	...	...	...	...	...	...	...	...	...	26	29	1,818	101-7	392-8	
		Tikaitnagar	3,859	797	597	1,100 0 0	...	...	...	...	...	...	...	...	...	...	...	...	...	8	9	570	88-5	428-7	
		Safdaraganj	1,150	217	233	130 8 0	...	...	...	...	...	...	...	...	...	...	...	...	...	2	2	84	125-5	575-0	

APPENDIX V(A).

Statement showing distribution of *Thána* allowances.

Districts.	Thána allowance.					Remarks.
	Rs. 10.	Rs. 15.	Rs. 20.	Rs. 30.	Total.	
<i>N.-W. Provinces.</i>						
Meerut	21	7	4	1	33	
Saháranpur	14	7	1	...	22	
Muzaffarnagar	11	6	1	...	18	
Bulandshahr	13	9	1	...	23	
Aligarh	15	5	3	...	23	
Dehra Dún	2	3	...	...	5	
Total	76	37	10	1	124	
Agra	23	9	...	1	33	
Muttra	18	5	1	...	24	
Farrukhabad	8	8	2	...	18	
Mainpuri	5	8	2	...	15	
Etáwáh	12	6	1	...	19	
Etah	5	8	4	...	17	
Total	71	44	10	1	126	
Bareilly	11	9	1	1	22	
Bijnor	12	5	3	...	20	
Moradabad	6	9	3	1	19	
Budaun	9	6	3	...	18	
Sháhjahánpur	6	11	2	...	19	
Pilibhít	5	2	2	...	9	
Total	49	42	14	2	107	
Allahabad	8	19	6	1	34	
Cawnpore	11	13	3	1	28	
Fatehpur	13	5	2	...	20	
Bánda	15	8	2	...	25	
Hamírpur	13	8	...	...	21	
Jaunpur	1	11	5	...	17	
Total	61	64	18	2	145	
Benares	8	10	2	1	21	
Azamgarh	6	13	4	...	23	
Mirzapur	12	11	3	...	26	
Gházipur	7	7	3	...	17	
Gorakhpur	9	18	6	1	34	
Basti	12	12	2	...	26	
Ballia	...	8	3	...	11	
Total	54	79	23	2	158	
Jhánsi	13	6	1	1	21	
Jalaun	8	5	1	...	14	
Lalitpur	10	7	1	...	18	
Total	31	18	3	1	53	
Tarái	4	2	...	...	6	
Total, N.-W. P.	346	286	78	9	719	
<i>Oudh.</i>						
Lucknow	...	8	4	1	13	
Unao	...	3	6	...	9	
Bara Banki	...	...	9	...	9	
Total	...	11	19	1	31	
Sitapur	...	4	7	...	11	
Hardoi	...	6	6	...	12	
Kheri	...	10	2	...	12	
Total	...	20	15	...	35	
Fyzabad	...	2	9	1	12	
Bahraich	3	6	3	...	12	
Gonda	...	13	4	...	17	
Total	3	21	16	1	41	
Rae Bareli	4	9	1	...	14	
Sultanpur	1	9	3	...	13	
Partabgarh	1	4	3	...	8	
Total	6	22	7	...	35	
Total, Oudh	9	74	57	2	142	
GRAND TOTAL	355	360	135	11	861	

APPENDIX V.

Statement showing present Numbers, Grades and Pay of the Town Police employed in the North-Western Provinces and Oudh in the Towns administered under Act XX of 1856—(concluded).

Division.	District.	Name of town.	Total population by last Census.	Number of inhabited houses.	Number of houses taxed.	Total amount of tax.	Number of Jamadars.										Number of Chaukidars.						Total number of Town Police.	Total annual cost of Town Police.	Number of inhabited houses per head of Town Police.	Number of inhabitants per head of Town Police.	Remarks.				
			Rs. a. p.				On Rs. 10.	On Rs. 9-8-0.	On Rs. 9.	On Rs. 8-8-0.	On Rs. 8.	On Rs. 7-8-0.	On Rs. 7.	On Rs. 6-8-0.	On Rs. 6.	On Rs. 5-8-0.	On Rs. 5.	On Rs. 4-8-0.	Total.	On Rs. 4.	On Rs. 3-8-0.	Total.		Rs.							
FYZABAD—(concl.)	Bah- raich.	Nil.																													
		Total	18,756	3,680	2,204	2,882 0 0		1											1	6	24	30	31	1,578	220-7	604-0					* Called Daffadār.
RAE BAREIL.	Rae- Bare- li.	Nil.																													
RAE BAREIL.	Sul- tan- pur.	Nil.																													
RAE BAREIL.	Partab- garh.	Partabgarh Katra Medniganj Manikpur	3,803	691	352	(a) 435 13 6													1		6	7	306	98-7	557-8		(a) Tax Rs. 310-14-0; chaukidari cess paid by zamindars Rs. 124-15-6.				
			2,069	505	256	(b) 267 0 0													1		4	5	222	101-0	413-8						
			3,564	769	562	579 14 0														1		9	10	432	76-9	356-4		(b) Tax Rs. 252; chau- kidari cess paid by za- mindars Rs. 15.			
		Total	9,538	1,965	1,170	1,282 11 6													3	19	19	22	960	89-3	433-5						

N.Z.—In the North-Western Provinces, except when otherwise noted, eight annas per mensem is deducted from the pay of all chaukidars on account of clothing; there is no deduction made from the pay of jamadars.

In Oudh deduction of eight annas per mensem is made on account of clothing from the pay of both jamadars or daffadars and chaukidars.

APPENDIX VI.

Statement showing Allocation, Pay and Caste Distribution of Rural and Road Police under the North-Western Provinces Act, XVI of 1873.

Division.	District.	Annual Land-revenue.	Cess at 6 per cent. on Land-revenue.		Total area in square miles.	Total population by last Census.	Total number of inhabited villages.	Total number of occupied houses.	Sanctioned number of Police.			Caste distribution of Rural and Road Police.						Jats.
			Rs.	Rs.					Rural.	Road.	Total.	Muham- madans or Shaikhs or Julaahas.	Rajput or Thakurs or Chattris or Rhinuhars.	Brah- mans.	Kayasths.	Ahirs.		
MEEHWAT.	Dehra Dūn	83,087	4,985		1,167.2	117,837	964	9,895	100	6	106	36	1	2	...	1	...	
	Muzaffarnagar	12,19,015	73,141	1,652.2	641,087	896	97,018	1,150	88	1,238	679	24	62	...	2	...		
	Sahāranpur	11,81,652	70,899	2,218.7	782,048	1,595	91,977	1,655	52	1,707	*1,261	7	48	...	6	...		
	Meerut	21,96,617	1,31,797	2,363.4	1,066,554	1,517	150,259	2,064	150	2,214	486	105	128	...	...	50
	Bulandshahr	12,36,329	74,179	1,909.6	762,498	1,498	96,446	1,885	88	1,973	285	145	164	...	...	71
AGRA.	Aligarh	21,30,360	1,37,822	1,953.5	823,977	1,736	106,675	1,917	116	2,033	243	109	161	...	11	...		
	Muttra	15,12,076	90,724	1,450.4	537,849	848	85,949	1,543	104	1,647	200	227	225	...	...	125
	Agra	17,67,274	1,06,036	1,826.4	775,311	1,195	165,439	2,163	104	2,267	389	258	448	...	38	115		
	Farrukhabad	12,24,126	73,447	1,713.1	775,613	*1,715	113,841	2,004	68	2,072	150	50	78	...	...	...
	Mainpuri	12,66,037	75,962	1,696.1	736,973	1,374	102,037	1,760	100	1,860	117	55	46	...	...	...
ALTAHABAD, ROHTILKHAND.	Etāwāh	13,31,954	79,917	1,692.0	660,963	1,475	105,548	1,390	72	1,462	152	56	66	...	4	...		
	Etah	11,89,884	71,393	1,737.2	633,576	1,482	88,496	1,470	66	1,536	148	69	44	...	12	...		
	Bijnor	11,77,967	70,678	1,864.9	576,001	2,027	67,713	1,767	46	1,813	679	94	90	...	7	...		
	Moradabad	14,57,313	87,439	2,278.1	927,444	2,433	112,028	2,227	58	2,285	570	179	85	...	20	282		
	Budaun	10,45,164	62,709	2,000.0	810,157	1,827	102,902	1,997	48	2,045	230	80	79	...	15	175		
ALTAHABAD, ROHTILKHAND.	Bareilly	13,39,484	80,369	1,596.8	866,647	1,923	63,752	1,931	60	1,991	*282	36	33	...	12	164		
	Shahjānpur	11,61,172	69,670	1,741.9	737,606	2,020	103,442	2,009	22	2,031	79	11	18	...	...	...
	Pilibhit	6,90,046	41,402	1,370.8	402,662	1,051	58,618	1,034	14	1,048	137	7	8	...	...	...
	Cawnpore	21,58,172	1,29,490	2,359.4	1,023,643	1,965	172,760	2,702	178	2,880	227	47	119	...	4	361		
	Fatehpur	13,09,768	78,586	1,637.1	637,594	1,411	121,862	1,795	74	1,869	55	2	11	...	...	...
BENARES.	Bānda	11,22,576	67,354	3,055.4	650,952	1,163	111,967	1,644	81	1,725	35	...	13	...	4	...		
	Hamirpur	10,70,243	64,214	2,287.0	452,706	747	73,591	1,001	83	1,084	127	14	25	...	...	123
	Allahabad	23,71,342	1,42,230	2,818.4	1,273,925	3,504	288,647	3,267	134	3,401	260	76	95	...	3	165		
	Jaunpur	12,48,234	74,894	1,547.0	1,134,601	3,116	204,387	1,872	80	1,952	159	16	29	...	1	213		
	Azamgarh	17,30,344	1,03,820	2,143.7	1,520,991	4,633	245,336	2,191	38	2,229	238	26	19	...	...	...
BENARES.	Mirzapur	8,43,399	50,603	5,221.7	1,017,253	4,352	159,863	1,294	82	1,376	177	10	33	...	2	...		
	Benares	8,96,250	53,775	990.3	667,955	1,943	84,329	1,637	40	1,677	48	5	2	...	...	...
	Ghāzipur	10,73,254	64,395	1,471.8	944,583	2,599	166,739	1,409	52	1,461	39	16	23	...	...	...
	Gorakhpur	17,34,475	1,04,068	4,596.3	2,494,717	7,227	426,774	1,701	54	1,755	97	45	11	...	...	...
	Basti	13,32,789	79,967	2,732.5	1,605,985	7,292	140,030	2,320	24	2,344	496	157	307	...	...	...
MAUN. JHANSI.	Basti	13,32,789	79,967	2,732.5	1,605,985	7,292	140,030	2,320	...	2,344	1,052	...	...	...	...	...
	Ballia	640,206	38,412	1,139.1	836,551	1,603	127,685	1,370	...	1,394	362	...	...	...	...	...
	Jhānsi	4,68,332	28,100	1,561.2	298,595	619	109,354	7,529	...	7,529	888	...	...	...	...	...
	Jalaun	9,31,633	55,898	1,463.9	362,186	833	49,301	1,298	8	1,366	57	17	47	...	...	...
	Lalitpur	1,46,828	8,809	1,945.6	228,652	668	30,888	872	91	936	48	38	42	...	*40	...		
MAUN. JHANSI.	Tarāi	1,66,801	10,008	†186.6	53,251	563	8,553	1,120	14	1,211	18	18	19	...	...	...
	Tarāi	1,66,801	10,008	†186.6	53,251	563	8,553	472	...	486	26	19	2	...	...	...
TOTAL, NORTH-WESTERN PROVINCES.		4,24,54,208	25,47,233	69,409.3	27,918,943	71,834	4,249,151	73,926	2,389	76,315	10,570	2,031	2,733	183	4,162	830		

N.B.—Kumaun and Garhwāl have been omitted as there are no Chaudikars employed in those districts.

APPENDIX VI.

Statement showing Allocation, Pay and Caste Distribution of Rural and Road Police under the North-Western Provinces Act, XVI of 1873—(continued).

Caste distribution of Rural and Road Police—(concluded).																				
Division.	District.	Lodhas or Lodhs.	Khatiks.	Dusadhs.	Dhanuks.	Pasis.	Gujars.	Bhars.	Mewatis or Meos.	Ale-riahs.	Araks or Aurakhs.	Ban-jaras.	Doms, Domes, Domras.	Rangars.	Nats.	Berias.	Khangaras or Khangars.	Bhangis.	Miscellaneous.	Total.
MEERUT.	Dehra Dún	...	...	...	...	4	...	...	...	...	...	...	12	...	...	...	...	...	11	39
	Muzaffarnagar	...	...	...	...	...	45	...	...	...	...	...	...	...	...	...	...	...	...	*1,209
	Saharanpur	...	4	...	...	...	5	...	...	...	...	3	...	...	...	...	...	...	...	394
	Meerut	...	47	...	...	...	182	...	...	...	...	...	...	...	...	...	...	...	...	325
AGRA.	Bulandshahr	...	197	...	...	...	195	...	...	...	...	...	...	...	...	...	...	...	...	939
	Aligarh	...	64	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	2,214
	Muttra	...	215	...	...	...	65	...	...	...	...	...	...	...	...	...	...	...	...	465
	Agra	...	100	...	77	...	59	...	...	...	...	...	...	...	...	...	...	...	...	1,973
ROHILKHAND.	Farukhabad	...	...	...	1,220	...	...	...	...	...	...	2	...	...	...	...	...	...	...	870
	Mainpuri	...	...	...	981	...	...	...	...	...	...	...	...	...	...	...	...	...	...	2,033
	Etawah	...	...	...	700	...	...	...	...	...	...	...	...	...	...	...	...	...	...	317
	Etah	...	110	...	307	...	1	...	...	...	...	...	...	...	...	...	...	...	...	329
ALLAHABAD.	Bijnor	...	...	...	...	...	160	...	...	...	...	...	...	...	...	...	...	...	...	137
	Moradabad	...	...	...	...	227	261	...	...	...	...	...	...	...	...	...	...	...	...	2,072
	Budaun	...	459	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	1,757
	Bareilly	...	163	...	206	...	22	...	...	...	...	...	...	...	...	...	...	...	...	138
KUTUBAHAD.	Shahjahanpur	...	129	...	1,065	234	...	...	...	...	...	...	...	...	...	...	...	...	...	151
	Philibhit	...	110	...	376	131	...	...	...	...	...	...	...	...	...	...	...	...	...	233
	Cawnpore	...	...	...	880	...	...	...	...	...	...	...	...	...	...	...	...	...	...	1,462
	Fatehpur	...	23	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	168
ALLAHABAD.	Banda	...	236	...	...	1,218	...	...	...	...	...	...	...	...	...	...	...	...	...	673
	Hamirpur	...	22	...	...	37	...	...	...	...	...	...	...	...	...	...	...	...	...	56
	Allahabad	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	2,285
	Jaunpur	...	17	...	...	639	...	176	...	...	...	...	...	...	...	...	...	...	...	2,045
BENARES.	Azamgarh	...	48	108	...	153	...	319	...	...	...	...	...	...	...	...	...	...	...	1,991
	Mirzapur	...	...	56	...	443	...	...	...	...	...	...	...	...	...	...	...	...	...	400
	Benares	...	13	537	...	24	...	...	...	...	...	...	...	...	...	...	...	...	...	240
	Ghazipur	...	...	327	...	106	...	588	...	...	...	...	...	...	...	...	...	...	...	*2,023
BENARES.	Gorakhpur	...	...	* 166	...	43	...	30	...	...	...	...	...	...	...	...	...	...	...	80
	Basti	...	...	* 5,676	...	174	...	678	...	...	...	...	...	...	...	...	...	...	...	1,048
	Ballia	...	...	...	...	159	...	56	...	...	...	...	...	...	...	...	...	...	...	987
	Jhansi	...	...	...	...	86	...	24	...	...	...	...	...	...	...	...	...	...	...	*2,839
KUTUBAHAD.	Jalaun	...	...	...	...	1	...	41	...	...	...	...	...	...	...	...	...	...	...	82
	Lalitpur	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	1,869
	Tarai	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	1,725
	TOTAL, NORTH-WESTERN PROVINCES,	149	1,981	8,804	5,928	5,590	995	2,010	276	...	1,814	3	14	123	1	...	...	...	...	76,111

N.B.—Kumaun and Garhwál have been omitted as there are no Chaudhars employed in those districts.

APPENDIX VI.

Statement showing Allocation, Pay and Caste Distribution of Rural and Road Police under the North-Western Provinces Act, XVI of 1873—(concluded).

Division.	District.	NUMBER OF RURAL AND ROAD POLICE PAID IN CASH.										Number of Rural and Road Police paid by grants in land.	Number of inhabitants per Chaukidār.	Number of occupied houses per Chaukidār.	Remarks.
		Sanctioned rates of pay per mensem.				By whom paid.	Number of Rural and Road Police paid by grants in land.	Number of inhabitants per Chaukidār.	Number of occupied houses per Chaukidār.						
		Number on Rs. 2.	Number on Rs. 3.	Number on Rs. 3-8.	Number on Rs. 6.										
MAUN, JHANSI.	Dehra Dūn	106	...	100	6	...	Landholders, Government.	Nil.	1,111-6	93-3	...	* 29 vacancies.			
	Muzaffarnagar	1,238	1,150	88	...	...	Ditto	...	517-8	78-3	...	* 119 Julaha Kabirpunthi. † Jamadārs.	
	Sahāranpur	1,707	1,633	52	†22	...	Ditto	...	458-1	53-8	...				
	Meerut	2,214	2,061	150	...	...	Ditto	...	481-7	67-8	...	* On Rs. 4 per mensem.	
AGRA.	Bulandshahr	1,973	1,881	88	*4	...	Ditto	...	386-4	48-8	...				
	Aligarh	2,033	1,917	116	...	...	Ditto	...	405-3	52-4	...	* Jamadārs.	
	Muttra	1,647	1,540	104	*3	...	Ditto	...	326-5	52-1	...				
	Agra	2,267	2,163	104	...	...	Ditto	...	341-9	72-9	...	* 565 have less than 200 inhabitants.	
ROHTAKHAND.	Farukhabad	2,072	2,072	...	...	...	Ditto	...	375-6	54-9	...	* 103 vacancies. † On Rs. 4 per mensem.
	Mainpuri	1,860	1,760	80	†20	...	Ditto	...	396-2	54-8	...	* 1 on Rs. 3-4-0 per mensem. Application for increase of 61 Rural Chaukidārs has been submitted.			
	Etawah	1,462	1,389	*73	...	...	Ditto	...	452-0	72-1	...		
	Etah	1,536	1,470	66	...	...	Ditto	...	412-4	57-6	...		
ALLAHABAD.	Bijnor	1,813	1,767	46	...	...	Ditto	...	317-7	37-3	...	* On Rs. 4 per mensem.	
	Moradabad	2,223	2,223	58	*4	...	Ditto	...	405-8	49-0	...				
	Budaun	2,045	1,993	48	4	...	Ditto	...	396-1	50-3	...	* 197 Julahas.			
	Bareilly	1,991	1,931	60	...	...	Ditto	...	435-2	34-5	...	* 8 vacancies.	
ALAHABAD.	Shāhjāhānpur	2,031	2,009	22	...	...	Ditto	...	363-1	50-9	...		
	Pilibhīt	1,048	1,034	14	...	...	Ditto	...	384-2	55-9	...	* 41 vacancies.	
	Cawnpore	2,880	2,702	178	...	...	Ditto	...	335-4	59-9	...		
	Fatehpur	1,869	1,795	74	...	...	Ditto	...	341-1	65-2	...		
BENARES.	Banda	1,725	1,644	81	...	...	Ditto	...	377-3	64-9	...		
	Hamirpur	1,084	1,001	83	...	...	Ditto	...	417-6	67-8	...		
	Allahabad	3,386	3,252	134	...	...	Ditto	15	374-5	84-8	...		
	Jaunpur	1,952	†1,859	80	...	...	Ditto	...	581-2	104-7	...	* 607 Chamars. † 1 on Rs. 2-14-8.	
BENARES.	Azamgarh	2,229	2,191	38	...	...	Ditto	...	682-3	110-0	...	* 782 Chamars.	
	Mirzapur	1,376	1,295	78	†3	...	Ditto	...	342-9	53-8	...	* 333 Chamars. † Jamadārs.			
	Benares	40	35	...	1	...	Zamindārs	1,637	457-1	57-7	...	* 567 do.			
	Ghāzipur	1,461	1,409	52	...	...	Government.	...	538-2	95-0	...		
MAUN, JHANSI.	Gorakhpur	2,344	2,320	24	...	...	Ditto	...	249-6	42-7	...	* Includes Chamars. † Goraitis.	
	Basti	2,000	1,970	30	...	...	Ditto	...	168-5	14-6	...	* 6,264 Chamars. † Goraitis.	
	Ballia	1,296	...	...	...	...	Ditto	...	645-4	98-5	...	* 23 vacancies.
	Jhānsi	894	880	64	1	...	Ditto	42	342-8	122-3	...	* Bakkal, Bhat, Tamoli, Mali and Kara.			
K. MAUN, JHANSI.	Jalāun	1,211	1,084	91	36	...	Ditto	...	299-0	40-7	...	* Including Gujar, Kachi, Lodh, Kurmi, Ghosi and Gadariya.			
	Lalitpur	486	472	14	...	...	Ditto	...	470-4	63-5	...	* The Village Chaukidārs as a paid body exists in the Kāshipur pargana of the Tarāi; in the rest of the district, which is chiefly under direct management, the Chaukidārs are paid by grants in land.	
	Tarāi	128	128	...	...	...	Ditto	*	416-0	66-8	...	† Area of Kāshipur pargana in which only Rural Police exists.
	TOTAL, NORTH-WESTERN PROVINCES.	59,444	57,071	2,258	93	17			16,871	365-8	55-6				

N.B.—Kumaun and Garhwāl have been omitted as there are no Chaukidārs employed in those districts.

APPENDIX VI.

Statement showing Allocation, Pay and Caste Distribution of Rural and Road Police under the Oudh Act, XVIII of 1876.

Division.	District.	Annual Land-revenue.	Rs.	Cess at 6 per cent. on Land-revenue.	Total area in square miles.	Total population by last Census.	Total number of inhabited villages.	Total number of occupied houses.	Sanctioned number of Police.			Caste distribution of Rural and Road Police.							
									Rural.	Road.	Total.	Muhammadians or Sheikhhs or Julahas.	Rajputs or Thakurs or Chattris or Bhuihhars.	Brahmans.	Kayasths.	Ahirs.	Jats.		
										(Excluding Municipal and Act XX Towns.)									
LUCKNOW.	Lucknow	7,18,353	43,101	952.7	400,830	942	95,731	1,062	53	1,115	35	8	16	..	7	..			
	Unao	13,40,780	80,447	1,740.6	856,402	1,679	152,008	2,544	2	2,546	46	15	36	..	18	..			
	Bara Banki	15,59,973	93,598	1,767.4	972,779	2,055	175,579	3,350	...	3,350	99	28	67	..	10	..			
	Sitapur	13,00,688	78,041	2,249.1	893,164	2,301	150,849	3,527	...	3,527	19	8	13	3	7	..			
	Hardoi	13,43,974	80,638	2,307.2	897,486	1,873	131,543	1,550	...	1,550	300	20	50	..	...	..
	Kheri	8,19,142	49,148	2,989.3	805,998	1,650	142,657	2,430	2	2,432	47	1	12	1	5	..			
	Fyzabad	11,45,080	68,705	1,635.5	951,885	2,070	174,399	2,519	27	2,546	279	39	86	5	294	1			
	Bahraich	9,54,098	57,245	2,737.6	843,699	1,894	172,142	2,365	...	2,365	127	17	77	..	7	..			
	Gonda	15,29,250	91,755	2,873.8	1,211,448	2,785	191,848	3,110	47	3,157	172	37	272	3	107	..			
	Rae Barci	12,40,030	74,401	1,736.9	935,617	1,759	192,335	2,474	6	2,480	188	57	75	..	55	..			
RAE BAREILLY.	Sultanpur	11,72,823	70,369	1,705.7	948,538	2,459	191,041	2,880	5	2,885	291	58	160	7	502	..			
	Partabgarh	9,82,178	58,931	1,434.9	831,658	2,213	194,308	2,582	...	2,582	69	20	48	..	85	..			
Total		1,41,06,369	8,46,382	24,180.7	10,549,464	24,280	1,964,440	30,393	142	30,535	1,672	308	912	19	1,097	1			

APPENDIX VI.

Statement showing Allocation, Pay and Caste Distribution of Rural and Road Police under the Oudh Act, XVIII of 1876—(continued).

Caste distribution of Rural and Road Police—(concluded).																				
Division.	District.	Lodhas or Lodhs.	Khatiks.	Dusadhs.	Dhanuks	Pasis.	Gujars.	Bhars.	Mewatis or Meos.	Aheriahs.	Araks or Aurakhs.	Banjars.	Doms, Domes, Domras, Bas-phores.	Rangars.	Nats.	Berias.	Khangaras or Khangars.	Bhangis.	Miscellaneous.	Total.
		35	579	..	424	19,691	..	116	..	..	450	..	21	..	3	1	..	28	5,178	30,535
LUCKNOW.	Lucknow	..	..	..	8	1,011	..	..	..	..	..	..	..	..	..	..	..	1	26	1,115
	Unao	..	25	..	301	2,003	..	..	..	83	..	..	..	..	..	..	..	..	14	2,546
	Bara Banki	..	..	..	..	2,913	..	..	..	120	..	..	21	..	..	1	..	..	87	3,350
	Sitapur	..	..	..	23	3,289	..	..	..	103	..	..	..	..	..	..	..	2	54	3,527
SITAPUR.	Hardoi	..	..	..	..	700	..	..	..	..	..	..	..	..	..	..	..	..	480	1,550
	Kheri	2	..	..	92	2,236	..	..	..	..	..	..	..	..	..	..	..	22	14	2,432
FYZABAD.	Fyzabad	..	1	..	..	358	..	116	..	..	..	..	..	..	..	..	..	..	1,367	2,546
	Bahraich	..	..	..	..	1,597	..	..	..	..	..	..	..	..	..	..	..	..	540	2,365
RAE BAREIL.	Gonda	..	544	..	..	814	..	..	..	..	144	..	..	..	..	..	..	..	1,064	3,157
	Rae Bareli	15	..	..	..	1,951	..	..	..	..	..	..	..	..	..	..	..	..	139	2,480
	Sultanpur	..	..	..	..	661	..	..	..	..	..	..	..	..	..	..	..	..	1,206	2,885
	Partabgarh	..	9	2,158	3	3	187	2,582
Total		424	19,691	..	116	450	..	21	..	3	1	..	28	5,178	30,535

APPENDICES.



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APPENDIX IX.

Note by the Secretary on the staff of Civil Police required at Stations, and the size of Police Circles.

THE strength of the staff at police stations and the size of police jurisdictions was laid down by the Police Committee of 1863. In the 19th paragraph of their report they write :—

“ We are strongly in favor of the plan of concentrating the Police at important posts as compared with the present system of dividing them into small and scattered posts subordinate to the principal police station. We would therefore withdraw all outposts, except where necessary for the protection of roads or gháts, or in the suburbs of cities. Laying down as a general principle that no village shall ordinarily be more than six miles distant from a police station, we would place 1st class police stations at the head-quarters of each tahsíl division, and generally at the capital town of each pargana. To these we would add 1st class police stations where the area of the tahsíl circle leaves room for the addition of such stations with a radius of six miles, and where insufficient area is left for a large post generally a smaller post or 2nd class police station may be added. The strength of the 1st class police stations should be four officers and twelve men, and of the 2nd class police stations two officers and six men. One officer should, in each station, be employed as a writer subordinate to the chief officer of the station.”

In course of time, owing to the varying needs of different districts and localities due to increase in population or crime, or the turbulent character of the inhabitants, it has been found necessary to alter the allocation in two important particulars. The staff of a first class station, originally fixed at four officers and twelve men, has been reduced to three officers and twelve men and an intermediate class has crept in the staff of which consists of three officers and nine men. One of the officers is still employed as the station writer, though the principle that the station writer should not be employed in investigations (see paragraph 65, Police Committee's report of 1863) appears to have been lost sight of.

The prescribed scale of staff for police stations is now laid down as—

1st class, 3 officers and 12 men	...	...	... =15
2nd „ 3 „ „ 9 „	...	...	... =12
3rd „ 2 „ „ 6 „	...	...	... =8

How far this scale has been adhered to may be judged from the following figures taken from the allocation statements for June 1890, which show the average staff actually posted at each class of stations :—

					<i>North-Western Provinces.</i>			<i>Oudh.</i>		
					Officers.	Men.	Total.	Officers.	Men.	Total.
1st class	...	...	...	...	3·5	15·2	18·7	4·0	16·0	20·0
2nd „	...	...	...	...	2·5	8·5	11·0	3·0	10·0	13·0
3rd „	...	...	...	...	2·0	6·5	8·5	2·0	7·5	9·5

In 29 per cent. of the North-West stations the staff actually located is either above or below the regular scale, while in 83 per cent. of the Oudh stations the

sanctioned staff is largely exceeded. The variations from the prescribed scale may be thus summed up :—

		<i>North-Western Provinces.</i>			<i>Oudh.</i>		
		Above per cent.	Below per cent.	According to per cent.	Above per cent.	Below per cent.	According to per cent.
1st class	...	33·6	5·4	70·0	87·1	...	12·9
2nd "	...	8·1	34·2	57·7	71·4	...	28·6
3rd "	...	20·7	0·3	79·0	68·4	5·2	26·4

The annexed statement shows the average area and population in each class of stations in each Province separately :—

			<i>North-Western Provinces.</i>		<i>Oudh.</i>	
			Area in square miles.	Population.	Area in square miles.	Population.
1st class	...	...	112·34	59,723	176·66	87,848
2nd "	...	...	107·72	40,468	164·28	59,684
3rd "	...	...	84·90	30,753	141·10	50,274
Average			99·0	44,847	171·0	80,195

These figures explain at once why the staff in the Oudh stations is so much larger than in the North-West stations. They also show that the principle laid down in 1863 of locating first class stations in cities, large towns, or the more populous parts of districts, has been adhered to. This is evident from the fact that the average density of population is per square mile in first class stations 533 in the North-Western Provinces and 496 in Oudh : while in the 2nd and 3rd class stations the figures are 374 and 361 respectively.

So far, however, as the North-Western Provinces are concerned the above data only make the situation still more puzzling. There is nothing to show why with an area less than that laid down in 1863 the 1st class stations in the North-West should have a staff so much in excess of the sanctioned scale, nor why there should be so large a variation therefrom in 2nd and 3rd class stations.

In considering the question of the staff required for a police station it must be remembered that the provincial civil police allocated at stations are supposed to be employed only in the investigation and detection of crime and in the miscellaneous duties connected therewith, such as serving summonses, escorting prisoners, holding inquests and keeping watch over criminals and bad characters. The watch and ward is supplied in districts by the rural and road, in towns by the Act XX, and in cities by the municipal police. Looking to the duties which the provincial police at stations are called on to perform, the chief considerations to be taken into account in deciding the staff required are the area to be governed, the population to be dealt with, and the character of the inhabitants as indicated by the record of crime. In a minor degree and for the subordinate staff at stations the distance from head-quarters should also be included as a factor in the account.

In framing the allocation which is now in force these points do not seem to have been borne in mind. For instance, in the Azamgarh district, the only district in the Province in which there is no variation from the sanctioned scale, Deogaon, with an area of 120 square miles, a population of 65,069 and a crime record of 120 investigations, is in the 1st class ; while Dedarganj, with an area of 160 square miles, a population of 74,115 and 167 investigations, is in the 2nd class. In Gorakhpur again, Kothibhar, a 3rd class station, is 162 square miles in extent, has a population of 87,816 and a record of 137 investigations : while Burhaj, which comprises only

78 square miles of area, has a population of 77,300 and a crime record of 135 inquiries, is in the 1st class, and has a sanctioned staff double that of Kothibhar and equal to that of Barhalganj, with an area of 147 square miles, a population amounting to 106,404 and a crime record of 242 investigations. Instances of this nature will be found in every district in the Province—perhaps the most striking is that of the Farukhabad district. Here there are 17 stations manned by the provincial police : of these 10 are classed in the 1st and 7 in the 3rd class. Of the 7 3rd-class stations the staff in five consists of 10 men each. In one there are 11 and in the others 18 men. In not a single one of the 1st class stations is the staff as located less than four officers and 14 men. While in three it consists of four officers and from 16 to 20 men. And in Farukhabad itself, with an area of 45 square miles, a population of 89,946 and a crime record of 298 inquiries, the staff of civil police is shown as 13 officers and 101 men—total 114. There appears to be absolutely no reason for so extensive a departure from the prescribed scale, as the average size of the stations in this district is only 95 square miles, while the average population is 50,151.

The scale itself may be fair enough if the stations are properly classified, but there is no doubt that the staff actually posted to stations bears no relation whatever either to the area, population, or work to be done.

In the flagrant case of Farukhabad mentioned above the greater number both of officers and men must obviously be employed in duties not pertaining to the provincial civil police.

This is further apparent when the allocation statements of this and other large cities of these Provinces are examined. The staff of provincial civil police in six of the largest cities in the North-West is as follows :—

Name of city.	No. of stations.	Area in square miles.	Population.	Number of investigations per annum.	Staff as allocated.		
					Officers.	Men.	Total.
Benares ...	8	91	259,799	1,440	21	71	92
Cawnpore ...	5	27	133,283	659	17	77	94
Farukhabad ...	1	45	89,946	298	13	101	114
Allahabad ...	6	28	156,446	1,309	23	98	121
Bareilly ...	8	218	194,197	1,202	22	162	184
Agra ...	6	77	190,749	783	27	165	192

These figures speak for themselves. It is clear that if the staff of civil police in the Benares city is, as it is acknowledged to be, sufficient, the staff in the other cities must be considerably above their requirements. Taking this in conjunction with the acknowledged fact that Benares is the only one of these six cities in which the watch and ward staff provided by the Municipality is sufficient, there can remain no doubt that the excess staff of civil police is employed in watch and ward duties with which they should have no concern.

It has been shown conclusively that the present allocation can in no way be depended on to give even an approximate estimate of the staff required at police stations to carry on the duties assigned to the civil police.

To ascertain what the staff should be it has been found necessary to examine the statistics of area, population and crime for each police station in the United Provinces. There are now 861 stations, and sanction has been given to the creation of 19 new stations in Oudh.

These will be located as soon as funds are available for building purposes. A station writer will of course have to be provided for each station. The number of officers required for this work will therefore be 880.

To arrive at the number of officers required for purely investigating purposes it has been assumed, firstly, that there must be at least one investigating officer in each station ; and, secondly, that, except in stations of exceptional size, each investigating

officer could ordinarily conduct, on an average, one hundred investigations per annum. Working on these assumptions the investigating staff required for the Province would amount to 1,590, the distribution to districts being as given below :—

Name of district.	Number of stations with one investigating officer.	Number of stations with two investigating officers.	Number of stations with three investigating officers.	Number of stations with four investigating officers.	Number of stations with five investigating officers.	Number of stations with six investigating officers.	Total.	Total number of investigating officers required.
<i>N.-W. Provinces.</i>								
Meerut	22	8	3	...	...	...	33	47
Sahāranpur	16	5	...	1	...	...	22	30
Muzaffarnagar	10	7	1	...	...	...	18	27
Bulandshahr	14	9	...	...	...	...	23	32
Aligarh	15	6	1	1	...	...	23	34
Dehra Dūn	1	3	1	...	...	...	5	10
Agra	22	10	1	...	...	...	33	45
Muttra	19	4	1	...	...	...	24	30
Farukhabad	8	8	2	...	...	...	18	30
Mainpuri	5	9	1	...	...	...	15	26
Etāwah	12	6	1	...	...	...	19	27
Etah	5	8	4	...	...	...	17	33
Bareilly	11	9	1	...	1	...	22	37
Bijnor	13	6	1	...	...	...	20	28
Moradabad	6	9	3	...	1	...	19	38
Budaun	9	6	3	...	...	...	18	30
Shāhjahanpur	6	11	1	1	...	...	19	35
Pilibhit	5	2	2	...	...	...	9	15
Tarāi	6	...	...	...	...	...	6	6
Allahabad	12	14	7	1	...	...	34	65
Cawnpore	9	18	...	1	...	...	28	49
Fatehpur	13	7	...	...	...	...	20	27
Bānda	15	9	1	...	...	...	25	36
Hamirpur	13	8	...	...	...	...	21	29
Jaunpur	1	13	2	...	1	...	17	38
Benares	6	15	...	...	...	...	21	36
Azamgarh	2	13	8	...	...	...	23	52
Mirzapur	9	16	...	...	...	1	26	47
Ghāzipur	3	10	3	1	...	...	17	36
Gorakhpur	5	20	8	...	...	1	34	75
Basti	12	12	2	...	...	...	26	42
Ballia ... ..	...	4	7	...	...	...	11	29
Jhānsi	13	6	2	...	...	...	21	31
Jalaun	8	6	...	...	...	...	14	20
Lalitpur	10	8	...	...	...	...	18	26
Total, N.-W. Provinces ...	336	305	67	6	3	2	719	1,198
<i>Oudh.</i>								
Lucknow ... ..	...	1	7	2	3	...	13	46
Unao ... ..	...	1	3	2	3	...	9	34
Bara Banki ... ..	...	...	4	4	1	...	9	33
Sitapur ... ..	...	2	4	5	...	...	11	36
Hardoi ... ..	...	2	8	2	...	...	12	36
Kheri ... ..	...	9	1	2	...	...	12	29
Fyzabad ... ..	...	1	11	...	...	...	12	35
Bahraich	1	4	6	1	...	...	12	31
Gonda	1	11	5	...	...	...	17	38
Rae Bareli	4	9	1	...	...	...	14	25
Sultanpur	1	9	3	...	...	...	13	28
Partabgarh	1	1	6	...	...	...	8	21
Total, Oudh	8	50	59	18	7	...	142	392
GRAND TOTAL	344	355	126	24	10	2	861	1,590

Adding for station writers, the total number of officers required at stations, exclusive of outposts, would be 2,470. The present returns give the number of officers, including writers employed at stations and paid for from Provincial Funds, as 2,364.

	Investigating officers.	Writers.	Total.
Meerut	2	2	4
Agra	3	2	5
Fatehgarh	1	1	2
Bareilly	1	1	2
Cawnpore	1	1	2
Lucknow	3	1	4
Total	11	8	19

To this may be added the officers marginally noted, who, though paid from cantonment and municipal funds, are, as far as can be ascertained, employed in the work of investigating and receiving reports of crime. The present staff of officers employed on station duties would thus amount to 2,383 compared with 2,470 proposed.

In estimating the staff of constables required at stations it is necessary, first, to examine the duties to be performed. Inside the station house the only duty is sentry, and this is the same in any class of station. Outside the walls of the station the subordinate staff is employed in serving summonses, keeping watch over bad characters, assisting at investigations, escorting prisoners to the Courts and other miscellaneous duties. The burden of these naturally varies with the character and habits of the people as judged by the record of crime, the area of the police jurisdiction, and the distance of the station from head-quarters. It is obviously impossible to lay down any fixed scale to meet the widely different requirements of each station. As shown in the earlier part of this note, the present scale is too high in some stations too low in others, and the classification is purely fictitious.

Several of the most experienced District Superintendents (notably Messrs. Court and Hoskins) have been consulted on this subject, and they consider that the minimum staff of an ordinary sized station should be fixed at five men for sentry and miscellaneous duties, such as serving summonses, walking beats, &c., and that two men should be added for each investigating officer to assist at inquiries and escort prisoners. To this they would further add a few men for general duties in stations of extraordinary size, very dense population, or other abnormal conditions.

As a rule what should be classed as a third class station requires one; a second class two, and a first class three, or more investigating officers. Assuming this to be the case, the minimum staff of constables required would at the above calculation be for an ordinary third class station seven, for a second class station nine, and for a first class station eleven.

To check this estimate the diaries of the stations marginally noted have been carefully examined, some for one month, others for two and three months. These stations were selected; numbers 1 to 4 as representing the Oudh stations with extensive areas and staff largely in excess of the sanctioned scale, Nos. 5 to 8 as representative first class, and Nos. 9, 10 and 11 as typical third class stations. The results of the examination of the daily diaries of each thána are appended to this note.

A comparison of these results with the estimates of staff based on the lines laid down above is given in the following table:—

Names of stations.			Staff required as shown by the diaries.				Staff estimated for at the rate of one investigating officer for 100 inquiries, one station writer, five constables for general duty, and two extra men per investigating officer for each station.			
			Investigating officers.	Writers.	Constables.	Total.	Investigating officers.	Writers.	Constables.	Total.
1. Sitapur ...	Sitapur ...	...	3	1	15	19	4	1	13	18
2. Biswan ...	Sitapur ...	...	4	1	15	20	4	1	13	18
3. Misrikh ...	Sitapur ...	...	3	1	11	15	3	1	11	15
4. Sidhauri ...	Sitapur ...	...	3	1	12	16	4	1	13	18
5. Rudrapur ...	Gorakhpur ...	...	2	1	10	13	3	1	11	15
6. Bangaon ...	Gorakhpur ...	...	3	1	10	14	3	1	11	15
7. Sarai Inait ...	Allahabad ...	...	2	1	9	12	3	1	11	15
8. Phulpur ...	Allahabad ...	...	2	1	9	12	3	1	11	15
9. Ghurpur ...	Allahabad ...	...	1	1	6	8	2	1	9	12
10. Sirsa ...	Allahabad ...	...	1	1	6	8	1	1	7	9
11. Shiurajpur ...	Allahabad ...	...	1	1	6	8	1	1	7	9

In all circles, except Sitapur and Biswan, the estimated staff is either equal to or slightly in excess of the numbers shown by the diaries to be sufficient. The large number of constables required in these two stations is due to the enormous area, which averages about 250 square miles.

There is no doubt that in ordinary circles the staff proposed is fairly sufficient for the duties to be performed, but that in very large circles some addition to the subordinate staff is required. Judging from the two large stations above-named, a couple of extra hands for general duties in circles, say up to 250 square miles in area, would be sufficient: while in stations with an area of over 250 square miles four extra constables and in city stations six extra men might be necessary.

Still further tending to strengthen this estimate is the fact which has come to light in the course of this inquiry, that leave is always more readily granted to men at stations than to men in the reserve, and that vacancies caused by men at stations going on leave are seldom if ever filled up. The fact is that the present staff of constables at stations is a maximum, not, as it should be, a minimum staff. The correct principle on which any allocation should be based is that of a fixed minimum staff just sufficient to carry on the ordinary duties. Such a staff should be kept up to its full strength at all times and further strengthened in times of extra pressure from the reserve which should be sufficiently strong to meet these calls.

The staff at stations (omitting outposts) according to the sanctioned scale now in force on the existing classification should amount to 2,270 officers and 8,038 men. The actual staff located is 2,364 officers and 8,960 men. While the proposed system based on the work to be done would allow a staff of 2,470 officers and 8,012 men.

It will be seen that this estimate reduces the subordinate staff at stations by 948 men, or 10·5 per cent. This corresponds almost exactly with the percentage (10 per cent.) allowed for leave under existing rules. It will not therefore be possible to dispense with the services of these men and reduce the numerical strength of the constabulary. The only difference between the present system and that proposed will be that the number reduced from stations will be transferred to district reserves, where, under ordinary circumstances, they will be available for other duties. Under existing rules these men are lying idle at stations during some months at least of every year.

1.—SITAPUR POLICE STATION, 1ST CLASS.

Area, 249 square miles.	Staff actually employed—
Population, 97,586.	1 Sub-Inspector.
Number of investigations, 408 per annum, or 34 per mensem.	3 Head constables.
Sanctioned staff—	21 Constables (2 literate, 19 illiterate).
1 Sub-Inspector.	
3 Head constables.	
16 Constables.	

Diaries for August 1890.

There was never less than one officer present the whole day at the station, and half the month two officers and more were present; but constables appear to have been freely employed in making investigations on their own account, as the aggregate period spent by officers on inquiries was 50 days, while constables spent 90 on the same duty.

Deducting the time expended on sentry and all other duties, the average number of constables present all day at the thána for each day of the month was four, while leave accounts for two more.

Inference,—this thána could easily have been worked by—

3 Investigating officers,
1 Head muharrir,
and 15 Constables.

2.—POLICE STATION BISWAN, DISTRICT SITAPUR, 1ST CLASS.

Area, 254 square miles.	Staff entered in allocation—
Population, 108,307.	1 Sub-Inspector.
Number of investigations, 370 per annum, or '30·8 per mensem.	4 Head constables.
	19 Constables.

Diaries for August 1890.

Actually located—

<i>For the whole month.</i>	<i>For part of the month.</i>
2 Sub-Inspectors.	
3 Head constables.	1 for 18 days and 1 for 8 days.
20 Constables.	1 for 10 days.

The two head constables who were attached to the station for portions of the month were most of their time either doing nothing, on leave, or away at the sadar. The real staff of officers was therefore five (four investigating and one muharrir head constable). This staff was evidently not too large, as during 17 whole days no officer was present at the station. On one day only were three officers present together.

Of the 20 constables one was away on excise guard and one as the Inspector's orderly: practically the station was worked by 18 constables, of whom one only was literate. Excluding the literate constable and the two men above mentioned who were away on other duties not appertaining to thána work, the remaining 17 constables were actually present in the station doing nothing for a period aggregating 99 days. So that the work could have been done with three men less or a staff of 15 constables.

The staff required to work this station would be—

4 Investigating officers.
1 Head muharrir.
15 Constables.

3.—THÁNA MISRIKH, SITAPUR, 1ST CLASS.

Area, 232 square miles.	Sanctioned staff as per allocation statement—
Population, 79,484.	1 Sub-Inspector.
Number of investigations, 282 per annum, or 23·5 per mensem.	3 Head constables.
	17 Constables.

Diaries for August 1890.

Staff employed during the month—

1 Sub-Inspector, 16 days	...	...	} 22 days.
1 Sub-Inspector, 6 days	...	...
3 Head constables, the whole month.			

16 Constables. Of these one was on leave the whole month, and two were transferred after 6 and 18 days respectively.

The station was therefore actually worked by one Sub-Inspector, three head constables, and 13 constables. The investigating staff seems fair enough, as on five days no officer was present at the station and the muharrir had to go out once to make an inquiry. With regard to the constables, though, in spite of the fact that the number posted to the thána was only 13 compared with a sanctioned allocation

of 17, still the assistant writer managed to remain at the station almost the whole month, though the head writer was also present, and all through the month one other constable was steadily present doing nothing.

Inference,—the staff here should be three investigating officers, one writer, 11 constables.

4.—THANA SIDHAULI, DISTRICT SITAPUR, 1ST CLASS.

Area, 233 square miles.	Sanctioned staff—
Population, 110,226.	1 Sub-Inspector.
Number of investigations, 429 per annum, or 35·75 per mensem.	4 Head constables.
	18 Constables (2 literate, 16 illiterate).

The diaries for August show :—

	<i>Inquiry duty.</i>	<i>Other duty.</i>	<i>Present in the station.</i>	<i>In sadar.</i>
(1) that the Sub-inspector was on ...	8 days.	2 days.	15 days.	6 days.
(2) the investigating head constables were on the average ...	17 „	2 „	8 „	4 „

(3) the muharrir head constable and the two literate constables were present at the thana the whole month, and did no other work except that one of the constables was on inquiry duty for one day and the other was on leave for two days ;

(4) the average time each constable was employed works out to—

Sentry ...	1½	The inferences from this are— (a) that sentry duty and patrol duty at this station are complete shams ; (b) that not more than three men would be required for inquiries ; (c) that the men having all been doing nothing for an average of 12½ days out of 31, the station could be worked with at least one-third less constables.
Inquiry ...	5	
Process-serving ...	2½	
Challáns ...	2½	
Patrol ...	½	
Other duties ...	7	
Leave ...	2½	
Present in station ...	7½	
Sadar ...	2½	
Total ...	31	

The staff here should be—

3 Investigating officers,

1 Head muharrir.

12 Constables.

5.—POLICE STATION RUDRAPUR, GORAKHPUR, 1ST CLASS.

Area, 161 square miles.	Sanctioned Staff—
Population, 137,577.	1 Sub-Inspector.
Number of investigations; 199 per annum, or 16·5 per mensem.	2 Head constables.
	12 Constables.

Diaries for March 1890.

Practically there was one constable short of the sanctioned scale. On only one day were there less than three constables present the whole day. There were however five days on which no head constable was present the whole time.

Diaries for November 1890.

One officer short, and his place taken by a constable. Also there was practically one constable short owing to leave or sickness. Thus the actual working staff was two officers, one writer, ten constables.

There were three days on which less than three constables were present the whole day.

There were nine days on which no officer was present, but as the place of the Head constable writer was occupied the whole month by a constable, this does not mean anything.

Rudrapur is a large thána fully representing the average 1st class thána of Gorakhpur district, and these figures seem to show that three officers and ten men could work it well enough.

6.—POLICE STATION BANSGAON, GORAKHPUR, 1ST CLASS.

Area, 165 square miles.	Sanctioned staff—
Population, 108,876.	1 Sub-Inspector.
Number of investigations, 208 per annum,	2 Head constables.
or 17·3 per mensem.	12 Constables.

Diaries for April 1890.

The Sub-Inspector and both head constables were utilized on inquiries, &c., and one constable was kept as assistant muharrir. Under leave, &c., rather more than one constable's time is shown. Thus the effective staff of constables was only 10. On nine days all three officers were absent the whole day or part of the day.

This is a very heavy thána, and the inference from this return is that there should be four officers, but that 10 constables are sufficient. This supposes of course that the officers were away from the thána *bonâ fide* on necessary duties.

Diaries for October 1890.

Effective strength, 10 constables during this month also, as one was absent the whole month and one was chiefly employed as assistant muharrir, *i.e.*, doing head constable's work. The staff was fully employed, very few of the constables having many whole days in the thána. There were two days in which no constable was present the whole day. At Bansgaon there is a tahsildár's Court, and possibly many of the temporary absences were merely attendances at this Court.

I have also discovered (though I have not verified it for this month in Bansgaon) that men are frequently drafted from the thána to supply a treasury guard when the regular guard goes into the sadar with treasure. This of course reduces *pro tanto* the efficient staff for ordinary thána work, and treasury guards should be furnished from the armed reserve which in Gorakhpur is much too small.

7.—THÁNA SARAI INAIT, ALLAHABAD DISTRICT, 1ST CLASS.

Area, 100 square miles.	Sanctioned staff—
Population, 78,457.	1 Sub-Inspector.
Number of investigations, 222 per annum,	2 Head constables.
or 18 per mensem.	12 Constables.

Diaries for May 1890.

The staff during the month consisted of one Sub-Inspector and two head constables for the whole month and one head constable for three days. Eight constables each for the full month, and four constables for broken periods aggregating two months and five days. Practically therefore the station was worked with three officers and 10 men. With this staff one officer was always present at the station, and for 12 days during the month two officers were present the whole day. The station writer was never employed in investigating work. The Sub-Inspector was away 10 days and the head constables altogether 15 days on inquiries. The sanctioned staff of officers may be considered sufficient. The constables seem to have had enough work to do, as there was generally only one present at the thána.

Diaries for August 1890.

The staff during the month is shown as one Sub-Inspector, two head constables and 11 constables, but the Sub-Inspector was away on leave for more than half the month. The aggregate period spent in investigations was 27 days, and on an average two officers, including the station writer, were present in the station daily. Out of the 11 constables, the literate constable was present in the station 20 days and away on leave the remainder of the month. Of the others one man was on leave the whole month and another for 15 days. The station was therefore really worked by three officers and less than nine men.

The inference to be drawn from these diaries is that a staff of three officers and nine men is quite sufficient for this station, but that it could not be worked with less.

It may be noted that the District Superintendent of Allahabad considers this one of the heaviest worked stations in the district, and August the heaviest month in the year.

8.—THANA PHULPUR, ALLAHABAD, 1ST CLASS.

Area, 122 square miles.	Sanctioned Staff—
Population, 65,993.	1 Sub-Inspector.
Number of inquiries, 250 per annum,	3 Head constables.
or 20·8 per mensem.	15 Constables.

Diaries for May 1890.

The staff actually employed during the month is shown in the diaries as one Sub-Inspector two head constables and 14 constables. The writer head was only absent on inquiry duty for a portion of one day. Of the other two officers, one was employed eight days and the other 15 days on investigations. Of the 14 constables, four were attached to the station for broken periods aggregating 42 days, of which they spent 17 whole days in the station, and one was absent seven days on leave. The actual staff was therefore two investigating officers, one writer and less than 11 constables. The literate constables and writer head were both in the thana the whole month, and the number of constables present at the station the whole day all through the month averaged between two and three men.

The station can clearly be worked by two investigating officers, one writer and nine constables.

Diaries for August 1890.

Actual number employed in thana work, one Sub-Inspector, two head constables and 12 constables.

Three constables on guard at distillery. The two investigating officers were actually engaged in inquiries—one ten and the other eleven days. The head writer went out once for six hours.

Both head and assistant writers were present in the thana almost the whole month. Besides this, the average number of men present each day doing no duty was two.

The inference from these diaries is that the staff required for station work here is two investigating officers, one head constable and nine constables.

Diaries for December 1890.

Staff actually employed, one Sub-Inspector two head constables and 12 constables. During this month the Sub-Inspector was employed six days and the investigating head constable ten days on inquiries. The head writer was present in the station the whole month, and the assistant writer was only away on miscel-

aneous duties for one week. Of the constables, one was away on leave the whole month, and there was an average of two men present all day at the station all through the month. The inference from these diaries is the same as from those of May and August.

9.—THANA GHURPUR, ALLAHABAD, 3RD CLASS.

Area, 76 square miles.	Sanctioned staff—
Population, 36,555.	2 Head constables.
Number of investigations, 123 per annum, or 10·25 per mensem.	9 Constables.

Diaries for May 1890.

Staff actually employed, two head constables and six constables. The two head constables were employed four days each in investigations. One constable was away on leave the whole month. The consequence was that except the assistant writer none of the others had a single day in the *thana* the whole month through. The inference from these diaries is that the work could be done by one investigating officer, one writer, and six constables; but that this strength must be always kept up.

Diaries for December 1890.

Staff still two head constables and six constables. Officers employed in the aggregate some 10 days in investigations. The head writer was 22 whole days at the station and the assistant writer 19: so that they must have been there together for 10 days. The other constables seem to have all been on duty every day.

Inference as from May diaries,—that this station cannot be worked with a less staff than two officers and six men at the very lowest.

10.—THANA SIRSA, ALLAHABAD DISTRICT, 3RD CLASS.

Area, 80 square miles.	Sanctioned staff—
Population, 37,569.	2 Head-constables.
Number of investigations, 76 per annum.	6 Constables.
Number of investigations, 6·3 per mensem.	

Diaries for May 1890.

Staff according to sanctioned scale. Officers were away on inquiries for periods aggregating 23 days. The head writer and assistant writer were not in the station together, and of the other constables only one man got one whole day in the station; but one of the constables was away on leave for the whole month and his place was not filled.

Inference,—this station might be managed with the sanctioned staff, two officers and six men, but it would be impossible to carry on with any less.

Diaries for August 1890.

Staff employed, two head constables and six constables: of the former one was attached to the station for 10 days only, and of the latter one man was absent for a week on leave. The period employed in investigations aggregated eight days.

The writer and his assistant were 10 days together in the *thana*, and the remainder of the staff were fully employed.

Inference,—the same as from May diaries.

Diaries for December 1890.

Staff, two head constables and six constables. One constable on leave for five days. Investigations occupied six days. The head and assistant writers were in the station for about 12 days together, but the others only got about a day apiece in the station.

Inference,—the same as from May and August diaries.

11.—THÁNA SHIURAJPUR, ALLAHABAD, 3RD CLASS.

Area, 104 square miles.	Sanctioned staff—
Population, 14,327.	2 Head constables.
Cases investigated during the year	6 Constables.
72, or 6 per mensem.	

Diaries for May 1890.

There was only one day during the whole month on which no officer was present at the station. Inquiries took up about six days and the writer was out once. The head writer was away on 10 days' leave, and the assistant writer never left the station. The other five constables seem to have had on an average two days each at the station, and were out on work all the rest of the time. The staff is fair.

Diaries for August 1890.

The staff shown as employed is two head constables and seven constables; but of the constables one was on leave for 10 days, a second was only attached to the station for eight days, and a third, while shown on the rolls for 24 days, was away on leave 10 days of that period. Practically therefore the station was worked by two officers and five to six men. The officers do not seem to have had much work to do, as the officer in charge was 12 days only on inquiry duty, while the writer had two days' leave and was the rest of his time in the station. The sanctioned staff appears adequate.

Diaries for December 1890.

Staff employed, two head constables, six constables. The head constable in charge and the station writer each were absent three days on inquiry duty; the remainder of his time was spent by the station writer in the thána and the assistant writer was also in the station 20 days. The constables seem to have been fully worked; there were no leaves, and half the month no constables were present in the station for the whole day.

This station can hardly be worked with less than its sanctioned staff of men.

APPENDIX VII.

Note by the Secretary on the various systems of registration of sales of cattle in the bazaars and markets of the North-Western Provinces.

MANY of the witnesses who have given evidence before the Committee, more especially in the districts of the Meerut Division, have spoken very strongly in favour of the introduction of some general system of registration of sales of cattle in all fairs and markets. The advantages which would be gained by some such system are said to be, *1st*, the prevention of cattle theft by the obstacle which it would place in the way of disposing of stolen cattle; and, *2ndly*, the immunity which it would afford both to the sellers and the purchasers from charges of having knowingly disposed of or purchased stolen cattle.

Inquiries show that a system of the kind is already in force in the following markets and fairs:—

<i>District.</i>		<i>Name of Market or Fair.</i>
1.—Agra	...	Batesar Fair.
		Jarrar Market.
		Shamsabad "
		Ferozabad "
2.—Mainpuri	...	Sirsaganj Market.
		Ghiror "
		Nawa "
		Pharha "
		Karhal "
3.—Muzaffarnagar	...	Muzaffarnagar Market.
		Shanpur Basi "
4.—Jhānsi	...	Mau Ranipur Market.
5.—Allahabad	...	Kurma Market.

The same system is also believed to be in general use in the markets of the Azamgarh, Ballia, and Jaunpur districts, and probably in many other districts of these Provinces.

With regard to the Agra districts the Joint-Magistrate, Mr. Hamblin, writes : " The system of registration of cattle sales in the Batesar Fair was started in 1877 and is still in force. Registration is optional. The fees are two annas : one anna paid by the seller and one by the buyer. The entries are made in duplicate in receipt-books, one copy is kept in the book and the other given to the buyer. The system has, I know, been extended to the weekly cattle markets held at Jarrar, Shamsabad, and Ferozabad ; it may possibly have been adopted elsewhere too. In the Shamsabad market the adoption of the system has been by the zamíndár owner of the market."

The Magistrate of Mainpuri, Mr. Rose, says : " I am informed that the system has been in force in Sirsaganj and Ghiror for more than 40 years, and in Karhal for 20 years. It was introduced in Nawa and Pharha when markets were established there in 1887. The rules under which the registration is effected appear to have been introduced when special measures were taken for the suppression of cattle-theft in 1869 under the supervision of the late Colonel Davis, Deputy Inspector-General of Police. Registration is practically compulsory, though there is no penalty for non-registration. It is practically compulsory because the non-registration of a sale would *per se* be a suspicious transaction, and an honest purchaser would insist upon registration. No fees are levied. Certificates or copies of entries in the register are not usually given, but in the Ghiror bazaar it is customary to give extracts with descriptive-rolls to purchasers who may be residents of other districts. Registration is effected by the police, except in Karhal, where it is carried out by the Aot XX Maharrir."

The system in Muzaffarnagar is thus described by the Magistrate, Mr. V. Smith: "The registration work is carried out by a muharir appointed in each of the two markets. The rate of fee levied in Muzaffarnagar is one pie per rupee and in Shahpur Basi two pies per 10 rupees. Copies of the entries in the register are given to purchasers; the system has been in force for the last 10 years."

In the Mau Ránipur market in Jhānsi the Deputy Commissioner reports that "the system was started to prevent the sale of stolen cattle. The precaution being rendered the more necessary as Mau adjoins several of the Central India States, and there was a danger of the market becoming an emporium for the sale of cattle stolen in native territory." The registration appears to have been originally in the hands of the police, but when complaints were made it was handed over to the cattle brokers. Now two writers are employed on Rs. 7 per mensem each. They are paid from fees levied at the rate of three pies per head of cattle sold. No certificate or copies are given, and though the system is in theory voluntary, it is in practice always complied with.

In the Kurma market of the Allahabad district the system is purely voluntary. It was started some years ago by the zamíndár. The registration is effected by the patwári, who gets four annas a day. The fees paid are one anna three pies each from buyer and seller. These go to the lessee of the bazaar, and if a copy of the entry is required it can be obtained from the patwári on payment of a fee of three pies per rupee on the sale price.

The above is a description of the various systems for registering sales of cattle now in force. The questions which arise are—

- (1) has the system proved a success, or is it popular with the people?
- (2) has it been, or is it likely to be, abused?

On the first question we have some very decided opinions from officers who have had large experience of the system. Mr. Hamblin notes that the receipts from registration of sales in the Batesar Fair have risen from Rs. 800 in 1877 to Rs. 2,900 in 1890, the rise being gradual and progressive. "This increase," he writes, "shows distinctly how popular the system is. The reason for the popularity is that if at any future time any question arises with regard to the animal being stolen, the buyer is always able to produce the receipt he has received, and so to prove that his purchase was in open market. The police are unable to fix any case under section 411, Indian Penal Code, upon him, and this is worth the one anna to him. The fact of the system having been adopted by the people is shown by its extension to other markets. I have a case now before me in which the original seller was traced by means of registered sales made at the Jarrar and Ferozabad markets. The system is a great help to cattle trade in all places in which cattle-theft is prevalent."

Mr. Rose says: "The system appears to be popular. In the case of all suspicious transactions it is a decided advantage to both parties that there should be a record. It is especially so in the case of the purchaser, for in the event of the cattle being, subsequent to sale, ascertained to be stolen property, the registration of the sale is admitted to indicate the *bona fides* of the purchaser. My own impression is that the registration of sales is accepted as a privilege."

Mr. Hardy, Deputy Commissioner of Jhānsi, also considers that the system is popular and that it has been a success.

As regards probable abuses of the system. Where the registration has been in the hands of the people themselves there have been no complaints, and there would appear to be but little likelihood of any abuses creeping in. Mr. Hardy notices complaints which arose when the registration was in the hands of the police in the Mau Ránipur bazaar; but Mr. Rose, on the other hand, writes that he only remembers one instance in which a complaint was made of any malpractices on the part of the police, and adds that the complaint referred to was, upon inquiry, found to be without sufficient grounds. He further records his opinion that the system is a

good one calculated to prevent cattle-thefts, as cattle are unlikely to be brought for sale to markets where the system is in force, and cases of buyer and seller colluding and giving false names to prevent further inquiry are of exceptional occurrence.

Since writing the above it has been ascertained that a system of registration of sales of cattle started by Mr. F. B. Mulock, District Magistrate, has for some years past been in force in all the large markets in the Ballia district. The effects of the system are said to have been so great that the crime of cattle-lifting has almost entirely disappeared.





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APPENDIX VIII.

सत्यमेव जयते

POLICE RE-ORGANIZATION.

Statement showing details of present and proposed Staff of Provincial Police (Civil and Armed).

Description of post.	PRESENT STAFF.				PROPOSED STAFF.			
	No.	Rate.	Cost.		No.	Rate.	Cost.	
			Monthly.	Yearly.			Monthly.	Yearly.
		Rs.	Rs.	Rs.		Rs.	Rs.	Rs.
1. <i>Deputy Inspectors-General.</i>	1	1,500	1,500		2	1,500	3,000	
	1	1,200	1,200		2	1,200	2,400	
Assistant Inspector-General, Railway Branch.	1	700	700					
* Assistant Inspector-General, Special Branch.	* 1	600	600					
Total, Deputy Inspectors-General.	4	...	4,000	48,000	4	...	5,400	64,800
2. <i>District Superintendents.</i>	4	1,000	4,000		4	1,000	4,000	
	8	800	6,400		7	800	5,600	
	11	700	7,700		12	700	8,400	
	10	600	6,000		13	600	7,800	
	10	500	5,000		13	500	6,500	
	5	400	2,000		...	...	...
Allowance to Personal Assistant to Inspector-General of Police.	...	...	...		...	...	100	
Total, District Superintendents.	† 48	...	31,100	3,73,200	† 49	...	32,400	3,88,800
3. <i>Assistant District Superintendents.</i>	4	300	1,200		8	350	2,800	
	8	250	2,000		12	300	3,600	
Total, Assistant District Superintendents.	12	...	3,200	38,400	20	...	6,400	76,800
4. <i>Inspectors</i> ...	31	200	6,200		40	200	8,000	
	58	150	8,700		50	175	8,750	
	26	125	3,250		71	150	10,650	
	82	100	8,200					
SPECIAL ALLOWANCES—								
To Visiting Inspectors,	...	...	...		...	...	300	
To Reserve Inspectors,	...	...	400		...	...	400	
To Court Inspectors...	...	...	...		...	...	2,375	
Total, Inspectors ...	§ 197	...	26,750	3,21,000	|| 161	...	30,475	3,65,700

REMARKS.

* The Assistant Inspector-General, Special Branch, is a District Superintendent deputed for this work. The monthly cost of the appointment is the total of the Officiating Allowances consequent on the deputation.



† This shows present actuals. The sanctioned scales are :—
 Old sanctioned scale :—4 on Rs. 1,000, 8 on Rs. 800, 10 on Rs. 700, 10 on Rs. 600, 10 on Rs. 500 ... Total 42 on ... Rs. 28,400 monthly.

Present sanctioned scale :—4 on Rs. 800, 10 on Rs. 700, 10 on Rs. 600, 10 on Rs. 500, 13 on Rs. 400, Personal Assistant Rs. 700—Total 48 on ... Rs. 27,100 ..

‡ The detail of the 49 posts is :—46 Districts (Lalitpur omitted).
 1 Personal Assistant to Inspector-General of Police.
 2 District Superintendents for Railways.

Total ... 49

§ The 197 Inspectors now in the force are divided into—Visiting, 108; Reserve, 49; Court, 40 : total 197. Special Allowances are given to European Reserve Inspectors only.

|| The proposed scheme provides for 161 Inspectors.

Visiting ...	15 on Rs. 200 :	20 on Rs. 175 :	32 on Rs. 150 :	total 67 with Rs. 300 Special Allowances.
Reserve ...	15 " " 200 :	15 " " 175 :	19 " " 150 :	" 49 " " 400 " "
Court ...	10 " " 200 :	15 " " 175 :	20 " " 150 :	" 45 " " 2,375 District Allowances.
Total ...	40 on Rs. 200 :	50 on Rs. 175 :	71 on Rs. 150 :	total 161 with Rs. 3,075 Allowances.

The Special Allowances for Reserve Inspectors have been maintained as at present. Those for Visiting Inspectors have been fixed at—4 on Rs. 50 and 4 on Rs. 25 per mensem : total Rs. 300. For Court Inspectors it is proposed to give District Allowances, the division being—5 Districts on Rs. 100, 10 on Rs. 75, 15 on Rs. 50, and 15 on Rs. 25 per mensem : total Rs. 2,375.

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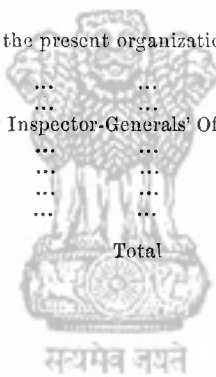
REMARKS.

* Allocation of Investigating Officers according to proposed scheme:—

In charge of stations ...	...	...	...	861
Subordinate Investigating Staff	...	...	...	729
In District Superintendents' and Deputy Inspector-Generals' Offices	...	...	...	52
Assistant Court Inspectors	...	...	...	25
Reserve	...	...	...	333
Total	...	...	...	2,000

Allocation of Head Constables according to the present organization and the proposed scheme:—

				<i>Present.</i>	<i>Proposed.</i>
At station outposts	...	...	...	1,992	1,015
Magistrates' Courts	...	...	...	157	232
District Superintendents' and Deputy Inspector-Generals' Offices,	...	...	...	163	52
Fixed Guards	...	...	...	62	63
Magistrates' Guards...	...	...	...	...	56
Municipalities	...	...	...	172	174
Reserve	...	...	...	149	318
Total	...	...	...	2,695 †	1,910 †



Allocation of present and proposed staff of Constables:—

					<i>Present.</i>	<i>Proposed.</i>
Station outposts	...	...	...	...	9,500	8,552
Magistrates' Courts...	...	...	...	...	597	622
District Superintendents' Offices	...	...	...	...	336	128
Fixed Guards	...	...	...	...	243	243
Magistrates' Guards	...	...	...	...	...	168
Municipalities	...	...	...	...	1,924	1,924
Reserve	...	...	...	...	1,268	2,310
Total	...	...	...	...	13,868 §	13,848 ||

¶ These have hitherto been Barkandāz Guards. Under the proposed scheme Head Constables and Constables have been provided.

District Superintendents' Offices were formerly manned by members of the force. Separate establishments have now been provided.

POLICE RE-ORGANIZATION.

Statement showing details of present and proposed Staff of Provincial Police (Civil and Armed)—(concluded).

Description of post.	PRESENT STAFF.				PROPOSED STAFF.			
	No.	Rate.	Cost.		No.	Rate.	Cost.	
			Monthly.	Yearly.			Monthly.	Yearly.
10. <i>Training School</i> —		Rs.	Rs.	Rs.		Rs.	Rs.	Rs.
Allowance to District Superintendent in charge.	...	...	...		...	100	100	
Sergeant ...	...	...	...		1	100	100	
Native Assistant (Sub-Inspector).	...	...	...		1	...	...
Law Instructor ...	...	...	...		1	150	150	
Teacher of Hindi and Surveying.	...	...	...		1	30	30	
Cadets' subsistence allowance.	...	...	...		100	10	1,000	
Total cost of Training School.	...	...	...	...	...	...	1,380	16,560
Net Total, Civil Police,	17,479	...	2,18,059-5-4	26,16,712	17,992	...	2,92,409	35,08,908
11. <i>Armed Branch:</i>								
<i>Sub-Inspectors</i> ...	6	70	420		16	70	1,120	
	30	50	1,500		23	50	1,150	
	23	30	690		53	30	1,590	
Special Allowance at Rs. 30 per mensem each for the Sub-Inspectors in charge of the 10 recruiting centres.	...	...	...		...	...	300	
Total, Sub-Inspectors...	59	...	2,610	31,320	92	...	4,160	49,920
<i>Head Constables</i> ...	63	25	1,575		...	...	...
	107	20	2,140		137	20	2,740	
	263	15	3,945		400	15	6,000	
	568	10	5,680		431	10	4,310	
Total, Head Constables,	1,001	...	13,340	1,60,080	968	...	13,050	1,56,600
<i>Constables</i> ...	440	8	3,520		1,417	8	11,336	
	2,592	7	18,144		3,000	7	21,000	
	3,385	6	20,310		2,000	6	12,000	
Total, Constables ...	6,417	...	41,974	5,03,688	6,417	...	44,336	5,32,032
Deduct clothing charges:								
For Head Constables,	1,001	0-8-4	521-5-8					
For Constables ...	6,417	0-4-0	1,604-4-0					
Total, clothing charges,	7,418	...	2,125-9-8	25,507				
Net Total, Armed Branch,	7,477	...	55,798-6-4	6,69,581	7,477	...	61,546	7,38,552
Grand Total, Civil and Armed Police.	24,956	...	2,73,857-11-8	32,86,293	25,469	...	3,53,955	42,47,460

REMARKS.



Abstract showing present and proposed annual Charge for Police under heads stated.

Head of Charge.	PRESENT.		PROPOSED.		Increase.	Decrease.	REMARKS.
	No.	Cost.	No.	Cost.			
		Rs.		Rs.	Rs.	Rs.	
1. Deputy and Assistant Inspectors-General.	4	48,000	4	64,800	16,800		
2. District Superintendents.	48	3,73,200	49	3,88,800	15,600		
3. Assistant Superintendents of Police.	12	38,400	20	76,800	38,400		
4. Inspectors ...	197	3,21,000	161	3,65,700	44,700		
CIVIL BRANCH.							
5. Sub-Inspectors ...	655	3,83,160	2,000	10,55,760	5,21,504		
6. Head Constables ...	2,695	4,41,496	1,910	2,90,400			
	3,350	...	3,910				
7. Constables ...	13,868	9,97,692	13,848	11,58,408	1,60,716		
8. Magistrates', Commissioners' and Judges' Guards: 59 in all.	...	13,764	...	...	...	13,764	Provided for under heads 6 and 7 in proposed scheme.
9. Office Establishment for District Superintendents of Police, in 46 districts.	...	...	...	91,680	91,680	...	At present included in 5, 6 and 7.
10. Training School ...	...	...	...	16,560	16,560		
ARMED BRANCH.							
11. Sub-Inspectors ...	59	6,69,581	92	7,38,552	68,971		
Head Constables ...	1,001		968				
Constables ...	6,417		6,417				
Total ...	...	32,86,293	...	42,47,460	9,74,931	13,764	
Deduct present cost ...	...	...	...	32,86,293			
Increase ...	...	...	...	9,61,167			

F. W. PORTER,

Secretary, Police Committee.

APPENDIX X.

Note on the Office Establishments of District Superintendents of Police.

THE existing rule with respect to the office establishment of the District Superintendent of Police is as follows :—

“ All office clerks, munshis, &c., are officers of reserve : so that every duty connected with the Police is performed by an officer of Police.”

Thus the District Superintendent Police's office is supplied with so many Sub-Inspectors, Head Constables and Constables, but the rule does not apply to the office of the Inspector-General of Police.

It seems obvious, in the first place, that the duties of office clerks and munshis are in no sense the duties of Police officers as contemplated in Act V of 1861, and there is no necessity for enrolling men under that Act for their performance : and in the second place, that better English clerks, accountants, record-keepers and the like will be obtained by engaging men for these special duties than by deputing men from the District Police, who, if they are really trained Police officers, are most probably unsuited for office work. Knowledge of English is not a qualification required from Sub-Inspectors and Head Constables, and it must be an odd accident that enables every District Superintendent of Police to find English clerks among his Police. The work of an accountant is one that requires a special training which is not acquired by a Sub-Inspector or Head Constable in the discharge of his proper Police duties.

If therefore the rule were really complied with, it would be a matter of much wonder how the work of the District Superintendent of Police's office was ever carried on ; and precisely to the extent to which the rule is complied with, the office staff will be found inefficient and slow. But, of necessity, the rule is evaded in substance, if not in form. A District Superintendent of Police actually engages an ordinary Babu and not a Sub-Inspector to keep his correspondence, a trained accountant and not a Head Constable to keep his books. These men are dubbed Sub-Inspectors and the like, but they have not been enlisted really as Police officers. The rule is to enlist all men as constables of the lowest grade ; but these men are enlisted into the grade which carries pay sufficient to attract men competent for the clerical work required of them, or if there is no vacancy in that grade at the time, they are speedily promoted to it. If a good Babu is under the Police standard of height or chest measurement, it is recognised that he may be a good clerk notwithstanding, and he may be enlisted straight on as a Sub-Inspector. If he cannot be got at the prescribed age, an exception is made in his favor. In short, one rule obtains for the enlistment of Police officers properly so called, and another for the office establishment. And so well recognised is this distinction that a separate roster is kept up of office men, as the following rule in the Manual indicates :—“ District Superintendents of Police shall report to the office of the Inspector-General of Police all changes by transfers, or casualties and alterations in the grades of English office clerks, accountants and their assistants, in order that the registers compiled in the Inspector-General of Police's office may be kept correct up to date.” The one point of similarity between these men and the ordinary Police is that they sometimes wear uniform.

In illustration of these remarks I invite attention to the composition of the office establishment of the District Superintendent of Police of Allahabad :—

(1) The head-clerk is a smart Bengali Babu, enlisted a little over age, and much under height, 8 years ago. He was a junior clerk in the Hamirpur Collector's office and joined the Police as a Sub-Inspector on Rs. 50 and now draws Rs. 70.

(2) His first assistant is a young man of 22, who only joined the Police 10 months ago. He was put in as Head Constable on Rs. 20, but was at once promoted a grade, and now draws Rs. 25.

(3) The accountant gets Rs. 50 and is called a Sub-Inspector. He has 15 years' service, all spent in the Account Department of the District Superintendent of Police's office. He enlisted on Rs. 6, was promoted next year to Rs. 7 and next year to Rs. 10. In three years more his pay was raised to Rs. 15, and in another three to Rs. 20, and in the following two years he jumped up to Rs. 30 and Rs. 50. With each rise of pay he received of course the designation that goes with that pay in the ordinary Police force.

(5) Of the five copyists four are constables on Rs. 6 and one on Rs. 7. Three of them are young men of one year, or less than one year's service, and have worked only in the office; one of these was a settlement muharrir on Rs. 16 previous to enlistment. They are obviously candidates for employment on better pay; and, in the career of the accountant above noted, see hopes of speedy promotion unbarred by educational tests. If they can get better pay as clerks on any other establishment they will promptly resign the Police.

The 5th copyist is a reduced Head Constable of 27 years' service. What are called copyists in the District Superintendent of Police's establishment do the same work as áhlmaḍs in Magistrates' and Collectors' offices. They are most inadequately paid on Rs. 6 and Rs. 7, and this low pay explains the necessity of putting apprentices (or, in Police nomenclature, recruits) on this work. I do not wish to be too positive about the matter, but as far as I could judge two competent áhlmaḍs could do easily the work of these five raw apprentices.

(6) The reader, or more properly the superintendent of the vernacular office, is a Sub-Inspector on Rs. 50 of 12 years' service. He was enlisted as a constable, but his promotion has been even more rapid than that of the accountant, and he has always served in the office, first as assistant reader, and then as reader. He is reported to be a particularly capable man, and the rule which requires the reader to be changed every year has been in abeyance with regard to him. The District Superintendent of Police says he can't change him, because he has no other man capable of doing this work in his district staff.

And so on down to the dafti, who has been a dafti for 28 years, and has risen to the grade of Head Constable on Rs. 20.

An examination of the Gorakhpur office establishment shows a similar state of things. Out of a staff of 17 persons, 11 have been clerks all their service, and of the remainder several have served chiefly in the office. Five of the 17 are under the regulation height, and were obviously enlisted as office hands and not for service in the regular line.

Thus it is quite exceptional for the office establishment to be taken from the ordinary staff of the district, and, *vice versâ*, for office men to take a turn at district work. The question is not one of mere nomenclature, the calling of office clerks by Police titles. It leads to serious evils. The necessity of outward conformity with the nominal rule hampers the District Superintendent of Police in his selection of suitable clerks, and leads to unjust treatment of the regular Police staff. The office clerks, who have the ear of the District Superintendent of Police and easy opportunities of pressing their claims, get an undue advantage, and in order to provide sufficient salaries for the office staff the claims to promotion of old and deserving officers must frequently be ignored. The Allahabad head-clerk, for instance, is probably worth his pay of Rs. 70. But in promoting him after a few years' service from Rs. 50 to Rs. 70 there was probably a disappointment and feeling of unjust treatment among many officers

of longer service who might reasonably have expected the step. Nothing more clumsy can be conceived than to rest the claims to promotion of the office clerks, and the assignment to them of sufficient pay, on the chance occurrence of vacancies among an entirely different body of men. The difficulty thus thrown in the way of getting a proper office staff is the patent reason why the staff of so many offices is inefficient.

It is further to be observed that the present system of appointment by evasion of the ordinary rule of enlistment will not be practicable if the proposed system of dividing the police into a superior and inferior service is adopted. It will no longer be possible to take on candidates as constables and promote them to the first vacancies in the superior grade in order to provide clerks. It will be necessary to enlist men openly and directly for office work, and the absurdity of giving such men Police titles when they are enlisted in a different way for different work will become too manifest to be tolerated.

The District Police officers are graded according to their importance into four classes with a sanctioned staff as follows :—

1st Class.	2nd Class.	3rd Class.	4th Class.
3 Sub-Inspectors.	3 Sub-Inspectors.	3 Sub-Inspectors.	3 Sub-Inspectors.
6 Head Constables.	3 Head Constables.	3 Head Constables.	2 Head Constables.
9 Constables.	10 Constables.	6 Constables.	4 Constables.

But as it is left optional to District Superintendents of Police to determine what grade of Sub-Inspector or Head Constable shall be employed, the actual cost of the establishment varies very considerably, as will be seen from the following table :—

MONTHLY COST OF ESTABLISHMENT.

			Highest.	Lowest.
			Rs.	Rs.
1st Class	...	...	344	263
2nd "	...	...	324	235
3rd "	...	...	257	178
4th "	...	...	218	112

Now as the work of all offices of the same class is supposed to be about equal, and is performed by the same numerical staff, it would seem to be a necessary conclusion from these remarkable variations that either some establishments are overpaid or that some are underpaid. The chances of promotion probably account for most of the variations, but that there is a tendency towards the maximum charge, and that the office hands are favored in promotion seems probable from the following table :—

		Total number of Sub-Inspectors.	Number in District Superintendent of Polices' offices.	Percentage of total number in District Superintendent of Polices' offices.
	Rs.	No.	No.	No.
1st grade	... 70	162	42	26
2nd "	... 50	290	44	15
3rd "	... 30	203	34	17
Total	...	655	120	18

which shows that an unduly large number of the Sub-Inspectors engaged in the District Superintendent of Police's office are in the highest grade, and that to the extent of this disproportion promotion in the regular line has been blocked.

It is proposed therefore to abandon the fiction of treating the purely office establishment as part of the regular Police, and to engage qualified office hands separately. The clerical establishment should be readily interchangeable between districts, and it might even be provided, for certain appointments, that they should not be held by the same man in any district for a longer period than five or seven years, according to the rule in force for Treasury head-clerks. The districts should be regraded, and a proper establishment sanctioned for each; and, instead of the present system of

leaving it to chance and the favor of the District Superintendent of Police what the pay shall be of any particular post, proper grades of pay should be fixed, and fair prospects of promotion should be provided. From the district establishment promotion should be possible to the Inspector-General of Police's office, and to posts in other departments under the Magistrate and Collector.

The only exception to this reorganization should be in the case of posts which can be properly filled by officers taken in rotation from the regular Police, and the duties of which have a direct connection with ordinary Police work. Such posts are those of reader and assistant reader to the District Superintendent of Police. Under the new scheme for the appointment of investigating officers of education and intelligence it ought to be possible to find efficient readers from the district staff, and a turn at office work of this kind would be useful training for junior officers. And, if the Police Department should prefer such an arrangement, copyists could continue to be drafted from the ranks of literate Constables and Head Constables. The work might be considered as a proper training for the duties of thána muhar-rirs; but no competent men can long be retained for such work on the present insufficient scale of pay, and at least one man in each district should be a competent áhlmad on Rs. 15 to Rs. 20, whether in the Police or not. The District Superintendent of Police need not be prevented from selecting, for the separate clerical establishment, men who are enrolled in the Police, but in such case the man appointed should be discharged from the regular Police and made permanently an office hand.

In the printed questions 19 and 20 in which this reform was mooted for the expression of opinions, there was also mentioned a suggestion for making the District Superintendent of Police's clerical establishment interchangeable with the Magistrate's office, and this idea has been received with marked disfavor by the Police Department. That suggestion however is by no means an essential part of the scheme, and may be abandoned in deference to the objections pressed against it.

1st December 1890.

D. T. ROBERTS.

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APPENDIX XI.

Note on Police Buildings by COLONEL A. OLLIVANT, Inspector-General of Police, North-Western Provinces and Oudh.

I SHALL be obliged if you will ask the Committee to consider the question of police buildings. The amount allowed us yearly for original works is Rs. 60,000. This sum is, under the system now followed, insufficient for our wants; and in November 1887 my predecessor was compelled to apply for an extra grant of three lakhs to enable him to provide for urgent projects, at that time in abeyance. Government sanctioned an extra grant of Rs. 10,000 : this sum has, however, done but little to remove our difficulties : they are indeed likely to increase in the future, as, in connection with the re-organization scheme, 26 new stations will be required and 12 others must be increased in size.

The chief reason why we have got into trouble is, I believe, that we have built thánas on an entirely false system. They are generally erected by the Public Works Department of solid masonry, and in the case of 1st class thánas, at a cost of Rs. 7,000. We can construct excellent buildings for Rs. 500.

This does not represent the whole of our case. Deserted *saráis*, old *baniyas'* houses, or empty *chaukis* can often be turned into buildings excellently fitted for police for a mere trifle : whereas the Public Works would clear away all such buildings before laying the first stone of a new and expensive thána.

Local officers in building a station can also take advantage of accident : if near a grass jungle, thatch may be used instead of tiles, the price of wood, in like manner, is a point to be taken into consideration ; but the Public Works Department, being tied down to standard plans, is not in a position to take advantage of such circumstances.

That the police can erect suitable buildings at a fraction of the sum spent on buildings erected on the present system need hardly be argued. Take the houses built by well-to-do farmers or tradesmen, and occupied perhaps by 12 or 14 persons. Do these cost Rs. 7,000, or one-tenth of the money laid out in building a thána by the Public Works Department? Is it credible that the repair and renewal of zamíndárs' houses swallows the interest even of such sums of money as are at present laid out in providing shelter for Government servants? No : let us build our thánas, or the lines at least, in future on the same principle on which the inhabitants of the country build their houses. Let the office and the lock-up be perhaps of kacheha-pakka bricks, or if it is thought right of pakka material ; but let the lines at all events be of mud and tiles or mud and thatch, somewhat higher and wider and better ventilated than native huts. Let the Magistrate of the district arrange for the building of his stations, the District Superintendent be permitted to supervise the work, and the native officers be encouraged to express their views on matters that concern their comfort and that of their men. In a word, let the men, who know what they want, who have an interest in seeing that a full value is obtained for the money expended, and who can watch the work while it is being carried out, be in future entrusted to carry it out.

It may be argued (1) that Public Works buildings are more permanent than others, (2) that they are more comfortable. To these arguments I reply that kacchha buildings last as long as is desirable. The lines that were built at Jhánsi in the year 1858-59, when I was there in the Military Police, are standing to the present day and look as good as ever. All over Oudh and in many North-Western Provinces districts there are barracks of almost equal age and still in excellent repair.

As for comfort I can positively assure you that in the hot weather the police in many cases desert thánas built of brick and mortar and live under the trees in the neighbourhood, and I have little doubt that if they were forced to live in these buildings numerous deaths from heat-apoplexy would be the consequence. I have one word more to say. All sepoy's lines are built on the plan I advocate, and it is impossible to conceive that in the course of the last century the most appropriate means of hutting natives has not been discovered by the army authorities.

- To prove my argument, I attach an appendix to this note in which I show some cases in which the outlay, or proposed outlay, on police buildings has been extravagant, or in which no real return has been made for the money thus spent: the list is not complete. I merely mention some instances which have come to my knowledge, and which tend to show that the Police Department could build thánas far more cheaply, and possibly of a kind as durable as those erected by the Public Works Department. Both Mr. Hobart and Mr. McConaghey felt as I do on this subject. Mr. Hobart when officiating for Mr. Webster obtained leave to transfer the grant for annual repairs from the Public Works Department to the Police Department, and what followed? In Meerut when I was the District Superintendent of Police the money had before that time produced no results. In two or three years' time I built a shield several feet high outside the outer wall of the thána of Shadra, which had been built of sand a few years before under the existing system, and this saved it from destruction. I constructed cooking-sheds and a guard-room in the lines in addition to the annual repair of all the thánas in the district, and in fact found that so far from the grant being too small, it was large enough to provide not only for the annual repairs of police-stations, but to leave a considerable sum in hand available for other purposes.

In conclusion I ask again---cannot the Police Department be allowed to sever itself entirely from the Public Works Department, with its elaborate and costly standard plans entirely unsuited for our simple wants, and its rigid adherence to official formalities? To attract good recruits we should provide proper and comfortable houses for our men, and I consider that if we are willing to undertake the erection of our own buildings, we should at all events be allowed to try the experiment.

Extract from the Inspection Report of Hamirpur district for 1885, by Deputy Inspector-General of Police, North-Western Provinces and Oudh.

Srinagar.—A thána built three or four years ago has been deserted nominally on account of the white ants; but the whole building is wretched: it leaks to such an extent that it would on that ground alone be uninhabitable, and I do not believe, if the mortar was pure and the plaster of proper material, the white ants would have got the hold they have.

Extract from the Inspection Report of Hamirpur district for 1886, by Deputy Inspector-General of Police, North-Western Provinces and Oudh.

Karara.—I have seen this building; it is an old kachcha-pakka house with a yard and plenty of room for the men, for havalát offices, &c.; but it is old and wants repair to enable it to bear the weight of the roof. Probably Rs. 100 would make it a perfectly suitable building. I understand, however, that the Public Works object to this, and say there must be a new building on their favourite plan, or nothing.

Extract from the Inspection Report of Banda district for 1885, by Deputy Inspector-General of Police, North-Western Provinces and Oudh.

A GUARD-ROOM built last year is in a most disgraceful condition, it is kachcha-pakka; the gable ends are pakka and it must have cost money, yet the ridge pole is sinking, the walls are cracking, and unless I am mistaken the place will soon be a ruin. A new house has been built for the Inspector: I suppose the mortar is bad. Even in the cold weather rains the water soaks right through the walls. I saw this myself, and suspect the walls will fall next rains or the rains after. This work seems to me disgraceful and a wanton waste of public money: and I think some officer in the Public Works Department, and in a responsible position, should be asked to report. There is a stable attached to the house, 8' × 6', big enough to accommodate a goat; a coach-house, 8' × 8', and with a doorway which will not admit the entrance of a common Bombay cart. I do not know whether these buildings correspond to the plan, or how this occurred.

I hear the Inspector's house was nominally ready about August last. Mr. Passanah, the Civil Engineer who had just come, examined the house before making it over: he had to pull off the roof, which had just been finished, and put on another.

New stations have been sanctioned at Pailani and Khanna. The next most important thing seems to be a roof to the Police Hospital: it leaks greatly and is, I am told, uninhabitable in the rains. Fever patients recover, in consequence, with great difficulty. I believe it would cost about Rs. 200. The buildings mentioned on the reverse should be thoroughly repaired: the guard-room, I think, rebuilt. A stable and cook-house are wanted at Mhow: the old stable was kachcha and built before the Mutiny; it has come down. I am told that the thána at Murka, which was completed last April only, is uninhabitable. The plaster fell off the walls in the rains, and the roof leaked to such an extent that there was commonly a foot of water in the building.

With reference to questions 18 and 19, it has since come to my notice that the roof of the District Superintendent's office was (I think only about a year ago, but I am not sure about dates) recently renewed; but that when the new Engineer came he found the work had been so badly done that he had to pull this roof off and put on another. The present thána at Khanna was, I believe, only built about

five years ago; yet such is its state that administrative sanction for a new building has been applied for. The Jaspura thána has been three years building. The contractor was, I believe, not bound down to time, and recently on being pressed to finish his work threw up the contract. I understand a new man has taken it in hand, and that there are hopes that it will be finished in six months. The arrangement which has admitted of this must have been a wretched one.

Extract from the Inspection Report of Banda district for 1886, by the Deputy Inspector-General of Police, North-Western Provinces and Oudh.

A new police-station at Khanna must be sanctioned at once: the present building is unsafe, and the men must leave it and live in a village some two miles off; the station is of great consequence on the main road to Hamírpur. A new station was built here three or four years ago, but owing to the bad foundation and bad masonry every arch has cracked, the walls have separated, and all must collapse during this rain. The Public Works Department are surely to blame for building on such black soil, which was bound to sink unless a sound foundation was selected.

Copy of report on the Haldi police-station, Ballia district, by District Engineer.

"THE police station at Haldi was constructed at the end of May 1885, at the cost of about Rs. 4,000, but unfortunately the plinth of the building was not raised sufficiently high to guard against the yearly inundation of the Ganges river. It will be seen from the high flood level line shown on the accompanying plan* that in the height of the rainy season the office and constable's lines are flooded to a depth of one foot six inches, rendering the police-station uninhabitable for at least four months in the year."

* Attached.

N.B.—This police-station was constructed by the Public Works Department, and the District Engineer now asks for Rs. 1,754 to raise the ground walls, pillars, &c., inside the thána.

Extract from report of District Engineer of Azamgarh, regarding the erection of a new latrine in the police lines.

"THE building will be of pakka brickwork with an arched roof plastered and whitewashed inside and pakka painted on the outside. The approximated cost will be Rs. 1,218."

N.B.—The Divisional Engineer considered this plan "elaborate and expensive," and has submitted a rough plan for Rs. 800 instead.

Estimate for new lines for the police at Meerut, numbering 338 officers and men, submitted by Magistrate, to cost, excluding price of land to be taken up, Rs. 1,01,077.



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APPENDIX XII.

Note on Criminal Tribes and the working of the Criminal Tribes Act.

APART from the special measures taken to suppress thaggi and dakáiti, the control and reformation of wandering and criminal tribes and gangs has always been an object of concern to the Indian Governments. In Regulation XXII of 1793, section 10, the darogahs of police are directed to apprehend all *geedur-márs*, *malachuas*, *syr betuas*, or other vagrants or suspected persons, and send them to the Magistrate ; and the Magistrate, in default of their giving security, was directed to employ them on the roads or other public works until he is satisfied, from their deportment in his custody or other circumstances, that they will take to honest means of livelihood, and if a vagrant absconds from this custody, he is to be sent to prison with hard labor for six months.

This summary power of Magistrates was taken away on the introduction of the Penal Code and Code of Criminal Procedure in 1860-61, and very inadequately replaced by the present law relating to the exaction of security from vagrants and suspected persons, and by section 401 of the Penal Code providing a punishment for the offence of belonging to a gang of habitual thieves.

The security sections of the Procedure Code have proved ineffective for several reasons. If the accused is really a vagrant or a thief no person of respectable position, not an accomplice, will go bail for him, and the law in substance creates the offence of being a vagrant or suspected person, and provides a summary punishment without at the same time providing any guarantee or assistance for the pursuit of honest means of livelihood after release from jail. But in the case of the criminal tribes this punishment has been found to have little or no deterrent effect, notwithstanding the substitution in 1872 of rigorous for simple imprisonment, and the convict on release stands in precisely the same position towards society as before. And in the practical working of the law it has been found in the case of habitual offenders who committed depredations in other districts, and were protected in their own district by zamindárs who shared in the spoil, that zamindárs of apparent respectability furnished security and were tolerably safe from forfeiture, while the habitual wandered off to rob as before. In Muzaffarnagar, for instance, the zamindárs were said to protect the Bauriahs in this way, and it has been a matter of complaint from time to time in many other districts. In the case of wandering gangs, Magistrates were naturally averse to filling the jails at one and the same time with all the adult males of a tribe, leaving the women and children to starve ; and the mere occasional imprisonment of a few now and then is found to have no deterrent effect, and work no permanent good. In the case of the Doms of Gorakhpur, and of other tribes elsewhere, extensive imprisonment under the security sections has been tried from time to time with no lasting results. The case of the Barwárs of Oudh too may be cited. It was thought that the ordinary law, worked effectively, would be sufficient without the introduction of the Criminal Tribes Act ; but when wholesale action was taken in this way, the Judicial Commissioner denounced it as persecution, and thought it "was an unreasonable way of reforming a criminal tribe to put all the males summarily into jail because the police cannot convict them of any offence." The security sections therefore are admittedly of no value in connection with the treatment of large bodies of habitual offenders.

Section 401 of the Penal Code has also proved to be practically a dead letter on account of the impossibility of proving to the satisfaction of the Courts "by any number of facts" that a particular gang was associated for the purposes of habitually committing offences, nothing less than actual convictions of the members of the gang was sufficient proof.

Along with the reform and codification of the criminal law came the reform of the police and its re-organization on the present system under Act V of 1861. The earliest Police Manual (1863) contains no instruction to the police on the subject of criminal tribes, but it soon became obvious that the law required to be supplemented by a system of surveillance, and an informal surveillance began which was more or less rigorous according to the character and views of the Magistrate and Police Superintendent who enforced it.

In the Police Administration Report for 1865 the surveillance of Haburahs in Aligarh is referred to. During the year there were 50 camps of Haburahs and Sânsiahs in the district, and the result of this surveillance was that by the end of the year nearly all of them had moved out of the district. The plan of deputing a constable to accompany each gang for the purpose of watching and restraining it was also largely adopted in several districts without success. The deputed constable was usually frightened or cajoled into connivance, and his surveillance was a farce. But if by chance it was strict and effective, the gang so watched ran the risk of starvation because they had no means of subsistence except theft. Surveillance of this kind is still kept up under rules framed by the Inspector-General of Police in 1883. No restraint on the movement of the gangs is now attempted; but they are watched throughout their progress from district to district, and particulars of their numbers, with descriptive rolls of the leaders, &c., are recorded, and the absences from camp of members of the gang are noted. This system, though not reformatory in any way, acts as a deterrent to some extent from the graver forms of crime, robbery and dakâiti: because of the facilities it gives in tracing suspected criminals and in furnishing corroborative proof of their guilt. It is not believed to be effectual in restraint of petty theft.

In the case of the Bauriahs a stricter surveillance, with restraint of movement and the provision of means of honest livelihood, was tried in 1863, by the establishment of a colony of them at Bidauli, of which I give a full account later on; but it was found that the police had no legal authority to enforce their rules, and in 1869 the High Court pronounced against the legality of arresting a Bauriah for absconding.

The necessity on these grounds for arming the executive with additional powers for the control of criminal tribes was urged by Mr. F. O. Mayne, Inspector-General of Police, in 1867, and he submitted the draft Bill which, with modifications, was made law in 1871 as the Criminal Tribes Act. In 1867 the High Court of these Provinces pronounced against the proposed legislation on the ground that it gave too much power to the police—a power certain to be abused. In 1870, however, it gave its assent upon a consideration of the mass of evidence produced to prove the great numbers of these tribes, the amount of crime referable to them, and the inefficacy of the ordinary law to restrain them. The Government of the North-Western Provinces, though it submitted the Bill in the first instance, was in 1870 very doubtful of its utility, owing to the failure of the Bidauli scheme for reformation and settlement of the Bauriahs, and gave only a qualified approval. The provisions of the new law had practically been in force at Bidauli for some years, and the Act contains an indemnity for the action of the executive in this direction.

The following is a *résumé* of the working of this Act in these Provinces up to date.

The Delhiwal Bauriahs.—The Bauriahs of Muzaffarnagar and Sahâranp were reported upon as far back as 1855. They were addicted to thefts from carts, &c., at long distances from their homes, as far even as Calcutta and Ir. They were said to abstain from robbery by open violence, and they were protected by the zamindârs of the villages in which they resided. The zamindârs plundered, and, when occasion required, gave evidence in their favor and for them. The Mutiny interfered with the projects then entertained

with them, but in 1863, with the approval of the Lieutenant-Governor, Mr. Drummond, a colony of them was settled in Bidauli pargana of Muzaffarnagar. Police were sent in quest of them, and they were brought in from Allahabad, Lucknow and other districts to the number of about 1,200, including 356 males. On 31st December 1866 the number registered had risen to 1,625, of whom 1,486 were present.

The colony was on waste land belonging to a zamindár, Mehndi Hasan, whose interest in the project was, of course, the reclamation of his lands from waste ; and the preliminary expenses of working the colony seem to have been his concern. The Government, however, went to the expense of providing the estate with canal water at a cost of from Rs. 15,000 to Rs. 20,000 ; but omitted to make any stipulations with the zamindár for securing the tenure of the Bauriah tenants. They were left to be treated in the ordinary way of agriculturists who break up waste lands, that is to say, they were to hold the land at low rents to begin with : and there seems to be no reason to doubt that if they had acted like ordinary cultivators they would have formed a flourishing settlement. At first the duty of surveillance was entrusted in part to Mehndi Hasan, who seems, however, never to have got on well with the police ; and in 1865 the police were entrusted with the whole of this duty under rules issued by the Inspector-General of Police. These rules were similar to those now prescribed under the Criminal Tribes Act. A roll-call was enforced : the issue of passes was provided for. Instructions were given to prosecute absentees under section 401 and to arrest deserters. An Inspector, two head constables of the regular police and 20 constables recruited from the Bauriahs themselves were deputed to watch them.

In 1866 the Bauriahs rose *en masse* and complained of oppression by the zamindár. The particulars of this oppression are not stated in the printed reports and the matter was smoothed over : but from that time the numbers began to dwindle, till at the close of 1870 they numbered—

150 men,
186 women,
368 children.

704

Up to 1869 endeavours were made to arrest deserters, but this was ruled by the High Court in that year to be illegal, and the powers of the police to restrain the Bauriahs from absconding being thus broken they seem to have lost heart in the matter.

Many devices for improved surveillance were tried. The Bauriah constables proved useless and were disbanded. At one time the following enormous force was detailed to watch them—

1 Inspector,
1 Sub-Inspector,
3 Head constables,
33 Constables,
4 Bauriah head constables.

Time after time approvers were enlisted from the Bauriahs. In 1873 there were three on Rs. 15 to Rs. 20 per mensem, but they always proved useless.

In June 1873 the Bauriahs of this colony were proclaimed under the Criminal Tribes Act, and a special police consisting of—

1 Inspector,
2 Head constables,
7 Chaukidárs,

being a reduction of the former number, was sanctioned. The number registered under the Act was 832 located in seven villages. For subsequent years the numbers on the register were in—

1875	...	...	...	...	...	...	993
1876	...	...	...	...	...	...	903
1877	...	...	...	...	...	...	922
1878	...	...	...	...	...	...	884
1879	...	...	...	...	...	...	791

Although started with sanguine anticipations of success, the colony was soon pronounced to be a failure. From 1867 up to the time of its dispersion scarcely a hopeful note appears in the reports about it. Mr. Mayne, Inspector-General of Police, visited the colony in 1867 and thought it was declining. A school was established in that year and was kept up for some years after. In the annual police report for 1868 the colony is pronounced to have failed, and it is remarked that although some of the Bauriahs have settled down to agriculture others have taken more boldly to their profession and 100 Bauriahs have left the colony.

In 1872 the special reports were made on the colony on which the proclamation under the Criminal Tribes Act was ordered. It was reported by the Magistrate that in the matter of bringing the waste lands under cultivation some success had been achieved, and figures were given in illustration, and “further in respect of the Bauriahs themselves it is unquestionable that of those who have stuck by the colony the adults have in some degree modified their habits.” But the experiment was pronounced to be a failure on the whole from the following causes :—(1) dual character of the origin of the experiment, *i. e.*, it was a project for reclaiming waste lands as much as for reforming the Bauriahs ; (2) disproportion of sexes at the start ; (3) essentially local character of the undertaking ; (4) inappropriate site, *i. e.*, poor land on the extreme frontier of the district ; (5) seasons of repeated drought ; (6) self-interested action of Mehndi Hasan ; (7) laxity of police supervision and changes of personnel. The Bauriahs were still thieves and prided themselves on their profession.

The Inspector-General of Police (Carmichael), however, laid all the blame of failure upon the zamindár, Mehndi Hasan, whom he abused in good round terms for his pseudo-philanthropy and actual oppression. “The unfortunate Bauriahs are entirely at the mercy of Mehndi Hasan, who has made capital out of them and out of Government. He oppresses those among them who try by culture and care to make their lands productive by offering those same lands, when fully cultivated, at higher rates of rent, which the Bauriahs cannot liquidate, to tenants of other castes.”

On these reports the Government of India made some demur to the proclamation, and enquired why it was proposed to confine the Bauriahs to Bidauli, a place which they have good reason to detest, where they rebelled in 1866, and which they have been rapidly deserting ever since. The Lieutenant-Governor, however, after personal inquiries in Muzaffarnagar, considered the case not yet hopeless, and in view of the great expense in the project already incurred by Government, deemed it best to persevere, and the proclamation was accordingly made.

No improvement however took place. In 1876 it was reported that 130 had absconded and that desertions were never so bad before. The same unsatisfactory relations existed with the landlord, and the Bauriahs had not enough land for their support ; 744 of them had 913 bighas, and the rest (159) live as they can. The Bauriahs come and go as they like and the approvers have hopelessly failed. At different times during the year 31 Bauriahs were caught in Etáwah.

In 1877, 89 absconded wholly ; the complaint is repeated of the zamindár's conduct and of his refusal to grant occupancy rights. But it is also admitted that the desertions were not due to necessity : 65 deserted when their rabí crops were on the ground, well forward and promising, and many of the absconders were well-to-do.

In 1878 as many as 159 absconded during the year, and it was again observed that the Bauriahs did just as they liked, and that as long as they were allowed to be at large in other districts the colony could not succeed.

This year (1878) special inquiry was again made into the condition of affairs in the Bidauli colony. The Commissioner of Meerut visited the place and reported at considerable length. With regard to the repeated complaints made of the zamindár's action much consideration was given to schemes for buying out the zamindár in one or two of the villages, or for establishing the colony elsewhere on Government land. But in the end it was recognised that, although Mehndi Hasan's action may have contributed to the failure, it was not the sole or principal cause.

The Commissioner (E. Colvin) said that, apart from Mehndi Hasan's conduct, "I cannot but think the Bidauli settlement must have proved a failure so long as no advantage was taken of the power conferred by section 17 of the Criminal Tribes Act. Without applying this section it is next to impossible to make the women work, and so long as the women do not work they will continue to incite the males to steal." They are, he said, the instigators of half the thefts that take place, and nothing can be done without a reformatory settlement.

The North-Western Provinces' Government (10th April 1879), in reporting to the Government of India remarked—"Mehndi Hasan makes use of the Bauriahs simply as tenants to break up his waste lands, and then deprives them of the land thus brought under cultivation and gives it to others. Although it is true that owing to the recusancy of Mehndi Hasan the experiment at Bidauli can hardly be said to have had an absolutely fair and complete trial, still it must be admitted that, even if there had been no such contretemps, the attempt to turn those wandering thieves into hard-working agriculturists wedded to their land, would not have been successful." It was also pointed out that branches of this tribe are scattered not only over all these Provinces, but over the Panjáb, Central Provinces and the Native States. The Lieutenant-Governor (Sir George Couper) considered that the colony had proved a failure and worse: and that in providing these people with land, we are in reality only playing their game. For it would seem certain, having regard to the comparatively small number of men present in the colony, that they are in point of fact employed in their old practices, while their wives and families are living comfortably at home. Only a reformatory settlement is likely to have any success. The expense of such a scheme is prohibitory, and it would only effect the few hundreds we kept there. There would remain tens of thousands outside untouched. In conclusion the Lieutenant-Governor advised that the experiment should be admitted to be a failure, and that we should "allow the people at Bidauli to seek their fortunes elsewhere." The Government of India concurred in this view (22nd May 1879), and Bidauli was withdrawn from the operation of the Act, and the Bauriahs permitted to disperse.

A few statistics illustrative of the condition of the colony at this time may be here given. From 1873 to 1878, 224 men had absconded. On the 8th December 1878 the numbers on the roll were:—

Men.	Women.	Boys.	Girls.	Total.
114	250	265	216	845

Out of 60 heads of houses 29 were either in jail or had absconded. The Bauriahs held 789 bighas of land, of which only 327 bighas were held by families who had shown any steadiness of purpose in respect to the cultivation of the land. Only nine families of those holding land could be pointed out of which the head of the family had never absconded.

The Bauriahs however did not disperse on the withdrawal of the proclamation. Out of 751 present in the beginning of 1880, 12 families, containing 92 persons, moved off to other villages in the same district where the zamindárs provided them with

land, and 26 families, comprising 659 persons remained on the Bidauli estate. This estate passed under the charge of the Court of Wards about this time owing to the death of Mehndi Hasan, and it was reported that the Bauriahs "will necessarily enjoy the benefits derived from the care and supervision of that institution."

No mention is made of them in subsequent reports on criminal tribes until 1887. In a report on criminal tribes by Colonel Ollivant, Deputy Inspector-General of Police, dated 22nd February 1887, the following passages are quoted from a report by Mr. R. Knyvett, District Superintendent of Police of Muzaffarnagar :—"The pass system lingered for a while (after the repressive rules were abolished and the police removed) and was then stopped. Inspector Ganga Parshad was lately deputed to find out how many of the Bauriahs were present and absent: of the 183 absentees 13 are accounted for: balance of absentees 170. They are doubtless on marauding expeditions. Some have taken to agriculture, but the majority are still given to wandering." The "true reason why so little is heard of them as a gang in these parts is that they have given up molesting the North-Western Provinces, generally preferring Native States and the Bombay line." And Colonel Ollivant says: "Some few of the Bauriahs, about 15 or 20 males out of some 830, have, as I understand, definitely adopted agriculture as their profession; little is known of the habits of the remainder, but that the men wander at will on criminal expeditions is undoubted. Instead of an organized gang existing in the North-West, who committed open and violent crime, crime of a furtive nature is carried on by a number of criminals who scatter in different directions."

Of the present condition of Bauriahs the Magistrate of Muzaffarnagar reported on 12th September 1890 as follows :—"There are now in the district above 1,254 Bauriahs (male, female, boys and girls). The number is fluctuating. About 135 Bauriahs cultivate land to the extent of 890 bighas chiefly in the Bidauli Court of Wards' estate. But the cultivation is in many cases only nominal, and there is reason to believe that the rents are paid from the proceeds of crime." "No special supervision is maintained over the Bauriahs since their exemption from the operation of the Criminal Tribes Act. They do not commit crime as a rule in this district, and consequently the local police are not keen about watching them closely." "The Ludhiana and Ferozpur Bauriahs are said to have connection with those in this district. No special measures have been taken in co-operation with the authorities of those districts."

It is noticeable from this report that the Bauriahs have largely increased in number since their exemption, and it is probable that the increase is due to immigration from the Panjáb districts where they are still proclaimed.

The Bauriah colony lasted for 16 years, from 1863 to 1879. It was under police supervision from first to last, and every device of surveillance was tried. And its failure was complete. The Bauriahs did not seriously take to agricultural pursuits or any other honest means of livelihood. They were confirmed thieves to begin with, and they are the same now, the colonists and the generation that has succeeded to them. Their marauding expeditions do not seem to have been in any way checked, nor is it even claimed that convictions of them for offences under the Penal Code were materially increased. The colony became a mere asylum for their women and children.

As the hope of getting criminal tribes to settle down as agriculturists in the ordinary way of being tenants of zamindárs is not yet extinct, and as this plan is being tried on a large scale with the Barwárs of Gonda, and is about to be tried with numerous families of Sânsiahs, it may be well to comment a little further on the share in the failure of the Bidauli colony ascribed to the zamindár, Mehndi Hasan. Much soreness is expressed in the official reports, because he made a good thing out of the colony, got his lands reclaimed from waste, and induced Government at great expense to bring canal water to his estate. But a great deal

of the abuse cast upon him seems to me to be undeserved and nearly all of it irrelevant. He is said to have refused rights of occupancy, but the complaints against him began long before there was time for any such right to accrue, and no instances are given of Bauriahs who came near to acquiring such rights. He took lands from the Bauriahs and gave them to other tenants at higher rents: but how long was he expected to treat the Bauriahs with special leniency to his own loss? It does not appear that he ever refused land to any Bauriah desirous of cultivating, and it is plain that most of the Bauriahs made a mere pretence of agriculture, and the men of the family went off continually on their thieving excursions. The instance has been quoted of 65 Bauriahs absconding even while their crops were on the ground. The defence made by Mehndi Hasan before the Commissioner in 1878 is much to the point and was not controverted. He claimed—

- that he had acted up to the letter of his agreement and was prepared to continue;
- that he had always behaved with the leniency he had promised;
- that he had not raised the rents to the level of many other tenants;
- that very large arrears of rent were due to him and were irrecoverable;
- that the Bauriahs were to him more trouble than they were worth; and
- that they were thieves at heart and would remain so, no matter what was done for them, to the end of the chapter.

It seems to me unreasonable to expect that any ordinary zamindár will exhibit self-sacrificing philanthropy for an indefinite period for the purpose of reclaiming criminals, more especially when in his own mind he is convinced of the futility of the scheme. In a note attached to Colonel Ollivant's report on criminal tribes already referred to, Mr. Cadell remarks: "The failure of the Bauriah experiment is held to furnish an argument against large criminal colonies, but I would submit that the chief benefit which we should derive from that experience is a complete distrust of private agency.....The mistake seems to have been, not the collection of criminals, but the assumption that the average zamindár was to submit to any sacrifice from which he could escape, in order to benefit a criminal tribe."

The Bauriahs have been proclaimed in two districts of the Panjáb, and some success seems to have been obtained there. Quite recently however an enterprising gang of them travelled to Southern India and committed an extensive and sensational robbery there.

Sanauriahs.—The first notice of this association of thieves is in a very full report about them, dated 7th February 1851, from the Agent of the Governor-General, Scindia's Dominions. They were called Oothaigceerahs or Sunoreeahs and were estimated to number—

4,000 in Tehri State.
300 „ Banpur.
300 „ Dattiah.

The Rájás of Tehri and Banpur gave them protection, receiving presents in return, and frankly admitted this when addressed on the subject by the Political Agent.

The Sanauriahs are not a caste, but a confraternity, recruited by the initiation of likely boys from all castes except sweepers and Chamárs. The ascertained distribution of them by caste was as follows for 136 of the number in 1882 :—

Bráhmans	...	62	Dhimár	...	1
Lochans	...	13	Sonárs	...	2
Telis	...	8	Karmis	...	2
Thákurs	...	8	Lodh	...	1
Kanjars	...	11	Nais	...	3
Abírs	...	20	Bhaunkers	...	3
			Dhobi	...	1
			Total	...	136

Originally they were Bráhmans, who came from Delhi about two centuries ago, and apparently half the number are Bráhmans still. All the male members of a Sanauriah's family are not necessarily Sanauriahhs. They possess a slang vocabulary of their own. They confine themselves to thefts by day and are said entirely to abstain from nocturnal theft, house-breaking, and crimes of violence ; so much so that members of the confraternity offending in this way are thrust out. They never steal near home and begin their depredations at least 100 miles away. But they visit all parts of India—Bombay, Madras and Calcutta. They make up into disguises of respectable merchants and travellers, and their favorite method of shop-lifting is by the agency of a boy, whilst one or two of the gang, as customers, engage the shopkeeper in conversation, and lead him to display his goods. A Sanauriah or gang of Sanauriahhs will be absent on an expedition sometimes for years at a time. The fascination of their profession is so great that they say themselves once a Sanauriah always a Sanauriah. In various distant cities one or more Sanauriahhs used to reside, and may still reside, apparently carrying on an honest business ; but in reality serving as “fences” or disposers of the property stolen by their confederates. Thus in 1867 one Birbal Dichit, a Sanauriah, was caught in Benares, where he had been keeping a bania's shop for years, and acting as a receiver of stolen property.

In 1864 their numbers were said to be—

217 in 14 villages of Lalitpur,
1,122 „ 13 „ Tehri,

and a few in Dattia.

They seem to have been kept under police observation from about this time, and in 1868 it was reported that 283 Sanauriahhs were registered in Lalitpur of whom 170 were absent on “business.” And when report was made for their proclamation under the Criminal Tribes Act there were said to be permanent gangs of them resident in—

Calcutta.	Bombay.
Bardwán.	Baroda.
Rajmahál.	Ahmedabad.
Umraoti.	

The Act was extended to Sanauriahhs of Lalitpur in June 1874, and there were registered—

252 in 1875 in 33 villages,
335 „ 1876 „ 21 villages ;

but on a revision by the Deputy Commissioner 210 were expunged, and the number now shown in the returns as originally proclaimed is 154. The figures in the returns relating to Sanauriahhs refer to the number of men and boys ascertained to be initiated as Sanauriahhs. Other members of the family are not included and the number is not increased by births, but by ascertained initiation. In 1876, 68 families had 545 bíghas of land, but failure in the working of the Act was attributed to insufficient means of livelihood at home “as members of criminal tribes are not content to live as poorly as ordinary village ryots.”

The report for 1878 describes the system as a failure, and 62 out of 100 absent without passes, that is to say, away stealing as usual ; and of 29 who went through the form of taking passes, eight did not return within time, but went on an expedition to Bombay.

In 1880, 90 Sanauriahhs were accounted for, and 60 were said to be absent on a plundering expedition, and of the 90, 22 were received from jail in the course of the year ; 57 Sanauriahhs had land averaging 7 bíghas apiece and 33 had no land. Up to this time the register kept up was a very confusing one, and it was not possible from the returns to understand precisely what was being done. The Government ordered in 1883 that all persons once entered on the register should be kept

on until dead or formally exempted, and that mere absconders should not be struck off, and from this time 154 names are shown as originally proclaimed. In 1883, 140 of these were accounted for, of whom 35 were absent without leave and 11 were in jail.

In view of comment made in the reports that many Sanauriahhs were without land, and apparently without any means of honest livelihood, the Deputy Commissioner worked out a scheme for settling Sanauriahhs on waste lands belonging to Government. By 1885, 16 families were settled on these new grants, and a sanguine view was taken that "not only those settled on Government lands, but the Sanauriahhs generally, were taking kindly to agriculture; and it would now seem that the prospects of reclaiming these professional thieves are very fair."

In that year 91 families had 1,010 bighas and the 15 without land were engaged in other occupations. Nevertheless the figures for that year show out of 154 originally proclaimed—

20 unaccounted for,
33 absent without passes,
14 in jail.

Similarly, in the following year there were—

14 unaccounted for,
35 absent without passes,
10 in jail.

In 1885 nine new names were added, and in 1886 four new names, and from time to time names have been expunged when the Deputy Commissioner has satisfied himself that the man has returned to honest livelihood. To make the original number of 154 serve for comparison, there should be added the number of new names, and deducted the number of deaths and exemptions.

Subsequent reports take a hopeful view of the Sanauriahhs, but in 1888 the Inspector-General was obliged to remark that "evidently the more skilful and crime-hardened members of the community have been absent for upwards of a year on marauding expeditions," and the amount of land held by them fell from 1,021 acres in 1887 to 764 acres in 1889, and the number of families holding it from 92 to 61.

On the 1st April 1890 the figures were—

Present	...	...	...	...	...	...	72
On leave	...	...	...	...	...	...	11
Absent without leave	...	...	...	...	...	...	22
In jail	...	...	...	...	...	...	7
						Total	112

Twice since the proclamation it had been under consideration whether the whole of the Sanauriahhs' families should be registered and subjected to the rules or not. After inquiry the opinion of the Deputy Commissioner, Colonel Liston, was accepted that, if the families were registered and subjected to restraint, the whole body of Sanauriahhs would leave the district. This fact of itself is a very significant comment on the working of the Act in relation to the Sanauriahhs, and a review of the reports and returns leads to the following conclusions:—

The Act has been in operation 16 years; special police in sufficient numbers have been engaged all this time and a roll-call enforced, and special provision has been made for providing the Sanauriahhs with plenty of land for their subsistence.

Even at the beginning the great majority had on an average 7 bighas of land, sufficient for living on the scale of ordinary cultivators. The provisions of the Act have been enforced to a fairly rigorous extent by imprisonment year after year for breach of the rules: nevertheless, of the portion not actually in jail, from one-third to one-half absent themselves without passes every year and go on thieving expeditions as usual.

Of the portion remaining, as 16 years must be added to their ages at the time of registration, it will probably be found that a great number of them are old men who have retired from business, and that all the active and capable Sanauriahs carry on their profession as usual, accepting with resignation the occasional imprisonment they are subjected to under the rules on their return to their districts. This latter inference is confirmed by the circumstance that while not objecting to the rules in their own case, they decline to permit their families to be brought under them under pain of leaving the district altogether.

In the Government review on the report for the year ending 31st March 1879 it is admitted that if measures of surveillance are carried out with extreme severity the Sanauriahs will simply leave the district; if not strictly enforced it becomes a question whether it is worth while to continue the working of the Act.

Such Sanauriahs as do object to police surveillance have left the district. There were 283 registered in 1867 as having their homes in Lalitpur, and in 1890 there were only 112.

No census appears to have been taken of them in Native States or other districts, and there is no information in the reports as to their present number.

The Sanauriahs do not seem to steal much in North-Western Provinces, and that is possibly the result of surveillance in Lalitpur; their suppression seems to be chiefly desirable in the interest of other parts of India, particularly the Central Provinces and Bombay.

Measures against them which are not taken in concert in all districts and Native States where their families reside would appear to be futile. From the nature of the confederacy it would seem to be one that should be more easily crushed than criminal and wandering tribes who are hereditary thieves, and have no aptitude for honest trades and no other means of livelihood. There is nothing to prevent the Sanauriahs relapsing into ordinary cultivators, or the practice of the industries proper to their castes, the moment they are prevented from thieving. It would also seem possible to prevent the recruitment of the Sanauriahs by strict watch on their boys, and the prohibition of their keeping boys to be brought up as thieves. If not recruited, they will obviously die out in a generation. But it does not appear from the reports that any steps have been taken in this direction.

As with the Bauriahs, repeated efforts have been made to enlist members of the gang as approvers, and sometimes the Sanauriah approvers have done well: at other times they have been worse than useless; and I gather it depends a great deal upon the personal character of the officer who engages them whether they are useful or the reverse.

Gariba, an informer who appeared to have great influence with the fraternity and to have done much good service, was specially rewarded with a grant of land, but in the end he too was imprisoned. The plan has also been tried of making them chaukidárs, and some of these chaukidárs are favorably reported on: others had to be dismissed.

Haburahs.—The wandering and criminal habits of the Haburahs have been all along known to the police, though it is only lately that they have been discriminated from a somewhat similar tribe called the Sânsiahs. In 1865 the effect of police supervision in Aligarh was the wholesale decamping of the gangs for a time, but Aligarh continues still to be their chief haunt. It has always been the practice to watch their movements by the deputation of constables or chaukidárs to accompany the various gangs and register their numbers.

The Haburahs are not all composed of wandering and homeless gangs. Numbers of them cultivate and are permanently located in various districts, but even among these attachment to the soil is not strong, and they are easily induced to wander under the pressure of adverse circumstances. The following is the description of them given in the latest report:—"They are the pest of the neighbourhoods which they frequent; are continually pilfering, robbing standing crops, attacking carts and passengers along the roads; committing robberies and even dakáitis," (Report of Inspector-General of Police, 22nd July 1889.) They are not however commonly given to crimes of violence, and in this respect differ from the Sásiahs.

Ethnologically they are said in the report above quoted to be allied to the Thárus who inhabit the Tarái on the Nepál border: but if so, they have varied in the course of generations into an entirely different class of people. The Thárus are a singularly timid and retiring race, remarkable for honesty and for telling the truth, and are much imposed upon by their more cunning and unscrupulous neighbours.

The proceedings taken against the Haburahs under the Criminal Tribes Act have been singularly futile.

The Haburahs of Etah district were reported to be permanently settled and to follow agriculture supplemented by mendicancy and crime. They were located in nine villages (72 male adults and their families); and four villages containing 36 males, of whom four had been convicted of offences, were selected for proclamation. To comply with the provisions of the Act, the zamindárs were induced to provide land for those who had none, to the extent of five bighas for each family. The four villages were proclaimed in 1873.

The numbers registered are shown as follows:—

In 1875	...	...	...	...	168 in two villages.
" 1876	...	...	...	...	149 ditto.
" 1877	...	...	...	...	85 ditto.
" 1878	...	...	...	...	85 ditto.
" 1879	...	...	...	...	75 ditto.
" 1880	...	...	...	...	73 ditto.
" 1881	...	...	...	...	67 ditto.
" 1882	...	...	...	...	<i>Nil.</i>
" 1883	...	...	...	...	15 in one village.
" 1884	...	...	...	...	18 ditto.
" 1885	...	...	...	...	17 ditto.
" 1886	...	...	...	...	20 ditto.
" 1887	...	...	...	...	20 ditto.
" 1888	...	...	...	...	17 ditto.
" 1889	...	...	...	...	10 ditto.
" 1890	...	...	...	...	15 ditto.

The four villages originally proclaimed were at once reduced to two by the removal of the Haburahs of three villages to found a new settlement called after the Haburah leader, "Nagla Ram Lal Badhik," and the new village continued on the register for some time in lieu of the former three. Subsequently it was observed that this new village was not included in the proclamation, and it was accordingly struck off the register; and the Haburahs resident there were removed from the operation of the Act.

The fourth village contained 30 Haburahs who all absconded in 1881-82, and left the district for good.

In 1883 a gang of 15 different Haburahs altogether came and settled in the deserted village and were brought on the register and under the operation of the Act. The new settlers do not appear to be of the specially criminal sort, and the selected

Haburahs of bad character have all escaped from surveillance. There are no convictions recorded against the present proclaimed Haburahs, but against the non-proclaimed, who in 1888 numbered 379 in 14 villages in Etah, there were 15 recorded convictions..

The new settlement that was founded in 1875-76 was in 1883 reported to be doing very well. An application for ejectment subsequently brought by the zamindár was rejected by the District Officer on the ground that tender of compensation should first be made for the improvements effected by the Haburahs. No notice is taken of this settlement in subsequent reports till 1888, when the District Superintendent of Police remarked : " They have now returned to their old haunts which they evidently left to escape detection." It may however be inferred that the zamindár at last succeeded in expelling them.

Thus in Etah the Act can scarcely be said to have been seriously enforced against the Haburahs. Only a small number were proclaimed, no special surveillance was exercised for the first few years, and in a very short time the whole of the proclaimed families withdrew from the operation of the Act. And a new gang of comparatively harmless character, which it was never intended to proclaim, has been brought under the rules.

In 1886 a census of Haburahs was taken in Etah. They numbered 405, including 91 adult males. Of this number only 20 were proclaimed.

The Haburahs have not been proclaimed in any other district, but an attempt to settle some of them in Moradabad district is still under trial. In June 1884 Mr. Spedding, Magistrate of Moradabad, collected together all the Haburahs (201) and Bhatu, a tribe of Sânsiahs (51) who infested that district in wandering gangs and settled them upon 400 acres of land in mauza Niwada and adjoining villages, and in reporting this fact observed : " I have great hopes that by the end of the cold season these savages will be converted into civilized members of society, or at any rate be well on the way to conversion." These Haburahs were not of the more settled class like those of Etah ; Mr. Spedding reported that " none of them had ever occupied a fixed abode, nor had any man, whether Bhatu or Haburah, ever handled a plough or used an agricultural implement."

In the following year, 1885, the numbers were—

Haburahs 193.

|

Bhatu 38.

A grant of Rs. 1,900 for expenses was sanctioned, and Mr. Spedding reported : " I am now satisfied that the gangs wish to settle permanently ; they have got valuable crops on the ground and are unlikely to commence their wandering."

In 1886 the Haburahs were reported to be still doing well. A roll-call was enforced and surveillance exercised and practically they were under the Act. The Bhatu colony was however in a bad way.

In 1887 Mr. Spedding still considered the experiment a success as far as the Haburahs were concerned, but admitted failure with the Bhatu.

In 1888 the Haburahs still numbered 192, but five of the men had been convicted under sections 375 and 397, Indian Penal Code, and sentenced to long terms of imprisonment, and in the opinion of the Deputy Inspector-General of Police the Haburah colony had also failed.

In 1889 the Bhatu had absconded altogether, but the Haburahs, now numbering 211, " remained quiet in the village."

In the censuses recently taken of them they numbered 213, of whom 57 were adult males, and there were 38 convictions recorded against them.

The experiment is still going on. The substantial success so far seems to be that they have been kept for six years in one place and taught agriculture. They have not yet apparently given up criminal habits, and it is not quite clear whether they are capable of earning their own living by agriculture or depend on assistance.

The Haburahs of Moradabad and the proclaimed Haburahs of Etah are, however, but a fraction of the total number. In 1889 a general census of them was taken and they were classified into "criminal" and "non-criminal."

In five districts—

						<i>Number.</i>
Sháhjahánpur	...	...	...	...	...	73
Muttra	...	...	...	...	...	161
Fatehgarh	...	...	...	...	...	22
Sitapur	...	...	...	...	...	208
Kheri	...	...	...	...	...	49
Total						513

of them are reported "non-criminal." They cultivate land and do not wander.

In fourteen districts—

						<i>Number.</i>
Aligarh	...	...	...	...	...	863
Bareilly	...	...	...	...	...	54
Moradabad	...	...	...	...	...	213
Budaun	...	...	...	...	...	6
Muttra	...	...	...	...	...	530
Etah	...	...	...	...	...	350
Mainpuri	...	...	...	...	...	56
Basti	...	...	...	...	...	82
Lucknow	...	...	...	...	...	173
Fyzabad	...	...	...	...	...	90
Gonda	...	...	...	...	...	128
Sitapur	...	...	...	...	...	56
Kheri	...	...	...	...	...	138
Sultanpur	...	...	...	...	...	31
Total						2,770

are classed as criminal, and about 40 of them were in jail when the census was taken. Aligarh and Muttra are the chief haunts of the tribe. In Aligarh the register shows that 225 of the adult population had been convicted of dakáiti, robbery, theft, burglary and receiving stolen property. Of the criminal Haburahs only a portion however are purely vagrant in their habits. A great many practice agriculture and remain in one place.

The Government orders on the Haburah census enjoins continuous registration of the tribe and surveillance, but the provisions of the Criminal Tribes Act will not for the present be further extended.

Aheriahs.—The Aheriahs are mainly an agricultural caste, numerous in Etah and Aligarh, and many of them have long shown a marked predilection for criminal pursuits. The proposition to bring a portion of them under the Criminal Tribes Act came from Etah. The Joint Magistrate, Mr. Hobart, stated that they had hitherto been held illegally under a sort of control, and the zamindárs made responsible for their good behaviour; how the responsibility was enforced is not mentioned. They were at times held in check by a ticket-of-leave system, and on almost all occasions a constable or chaukidár was appointed to live with and watch them.

Aheriahs lived in 37 villages in Etah; and in 12 of them, out of 211 men, 32 had been convicted of offences under the Code. These 12 villages were proposed for proclamation: one was deserted during the inquiry, and 11 were actually proclaimed in 1873.

The work was taken up very slackly and registration was not effected till 1875, and the numbers on the roll for that and subsequent years are as follows :—

1875 ...	...	...	...	...	...	...	830
1876 ...	...	...	...	...	...	...	788
1877 ...	...	...	...	...	...	...	799
1878 ...	...	...	...	...	...	...	643
1879 ...	...	...	...	...	...	...	554
1880 ...	...	...	...	...	...	...	547
1881 ...	...	...	...	...	...	...	550
1882 ...	...	...	...	...	...	...	531
1883 ...	...	...	...	...	...	...	516
1884 ...	...	...	...	...	...	...	548
1885 ...	...	...	...	...	...	...	523
1886 ...	...	...	...	...	...	...	197
1887 ...	...	...	...	...	...	...	226
1888 ...	...	...	...	...	...	...	238
1889 ...	...	...	...	...	...	...	189
1890 ...	...	...	...	...	...	...	175

In 1877 the report says another village had been deserted, leaving 10 villages on the register ; 53 of the original number absolutely left the district and settled elsewhere. The roll-call was a mere matter of form, no special police was engaged, and “all one can say is that without surveillance things would be worse than they are.”

In 1878 the number fell to 643 and in 1880 to 547, and the report says that “it is impossible to prevent desertions as they are on the verge of starvation.” Up to this time the district authorities seem to have taken very little interest in the matter, and the enforcement of the Act was only nominal. The extensive desertions which came to an end in 1880 would seem moreover not to be so much due to the operations of the Act as to the famine and distress of the years 1877-78.

In 1879, 93 took passes, 64 went without leave.

„ 1880, 57 ditto, 48 ditto.

And these figures were considered to show that the people had less inclination to leave their villages and that the working of the Act had improved. The Magistrate (Smith) however remarked “it is so easy for them to slip away I am surprised so few desert.” Deserters when caught were whipped.

In 1881 only 62 took passes and 76 absented themselves without leave, and 20 left the district with the Magistrate’s sanction and settled in other districts in order to better their livelihood. In this year a dakáiti by nine Aheriahs of Aligarh is noticed.

In 1885 matters had improved: 194 took passes and only seven went away without leave. The Magistrate considered that the Act might be withdrawn. On a revision of the registers he exempted 238 persons, and at the close of the year 1885-86 only 197 names remained: that is to say, more than half the proclaimed families were exempted, and the number of villages fell from 10 to 5. Although these exemptions were accepted as judicious, the authorities continued to be dissatisfied with the working of the Act. In the report for 1885-86 the Inspector-General of Police (Hobart), who had special knowledge of Etah, thought the law had been worked half-heartedly and was simply useless, and his Deputy reported that the special establishment in Etah had clearly thrown little light on the habits of the classes it is called upon to watch, and it is impossible to say how far the latter have been weaned from a life of crime.

In 1887 the Inspector-General complained that the majority of those originally proclaimed have been allowed to free themselves or have absconded. His Deputy thought it probable that all the very worst spirits have permanently joined other gangs, and the Commissioner observed that the residuum left under the Act is the quasi-respectable portion to whom the rules are not particularly irksome.

The district authorities had all along been complaining that it was useless to enforce the Act against a small section of the tribe and leave untouched the vast majority, both in Etah and Aligarh, who were nearly, if not quite, as criminal; and this aspect of the case is fully dealt with in the reports for 1888.

A census of Aheriahs was taken in Etah with the following results :—

Proclaimed	48 families,	238 persons in	5 villages.
Non-proclaimed	321	" 1,713	" 52 "
		—	—
Total	... 1,951	" 57	"
		—	—

Out of the proclaimed families 33 persons had been convicted at one time or another under the Penal Code, or 1 in 7. Out of the non-proclaimed 63 persons had been convicted, or 1 in 27.

Of the proclaimed Aheriahs 26 families hold land (476 bighas—an average of 18 bighas) and 22 engage in other occupations. Of the non-proclaimed 162 families hold land (6,474 bighas—an average of 40 bighas) and 159 do not. The landless Aheriahs in both cases engage in labour, lease mango and other fruit groves, trade in firewood, hunt wild animals, and make themselves generally useful to the zamindárs. The proportion of land-holding to landless families is the same among the non-proclaimed as among the proclaimed Aheriahs.

Statistics of crime were also collected, showing that 173 Aheriahs had been convicted in the Etah, Muttra, Mainpuri and Etawah districts. The Aligarh convictions are not given, but 34 Aligarh Aheriahs are shown to have been convicted in Etah and other districts.

For four years no Aheriah had been convicted of crime of a violent nature, such as robbery or dakáiti. There were 36 convictions for burglary and the rest were for theft and receiving stolen property, &c. And the conclusion accepted from these statistics and other inquiries was that the "Aheriahs of the present day are not the turbulent criminal class that they are supposed to be."

This special census differs remarkably from the figures previously given in 1884. It was then stated that there were 2,424 Aheriahs in 72 villages, and if such was really the case there must have been an emigration of 473 persons, or nearly 20 per cent. No census of Aligarh Aheriahs was taken in 1888, but in the report for 1884 they were said to number over 7,000.

On the report for 1888 the Government pronounced the opinion "that the Aheriahs who are not proclaimed are not addicted to organized crime of a serious nature; and they can be dealt with in the same way as ordinary bad characters."

A feature of the Aheriah statistics which should not escape notice is the abundant provision of land for those who take to agriculture. In 1878 the proclaimed Aheriahs (643) had 1,622 bighas; in 1883 to 516 Aheriahs there were 1,504 bighas, held by 58 families; in 1885, 523 Aheriahs had 1,888 bighas, and so on. The cultivating Aheriahs seem never to have had less than from 20 to 30 bighas per family. The proportion not holding land fluctuates considerably, but on the whole it would seem that one-half practice agriculture and the other half take other employment.

Barwárs.—The Barwárs of Gonda are said to be Kurmis by caste, and capable of becoming good agriculturists. They go long distances in gangs for the purpose of committing thefts, and the favorite field of their operations is Bengal. They are not violent or dangerous criminals and steal only in the day time; and they train up young boys of other castes to become thieves. On account of this latter habit they were, it is said turned out of caste by their brother Kurmis. The Barwárs have fixed homes and are not a wandering tribe. The men and boys only go out on thieving expeditions, leaving the women at home.

The resemblance to the Sanauriahs in their practice is so great that in some of the older reports they are confused with them. The difference is that the Barwárs are a distinct caste; the Sanauriahs a mere confederacy of thieves recruited, not by birth, but by initiation, and include in their number a great variety of castes.

The proclamation of the Barwárs under the Act was undertaken with much hesitation on account of the ill-success which attended the application of the Act to other criminal tribes. For a period it was thought sufficient to use the provisions of the ordinary law relating to bad characters; but for the reasons I have already mentioned that plan had to be given up. Proclamation was at length decided upon in consequence of the urgent representations made by the Bengal Government concerning the depredations of the Barwárs in Bengal. The criminality of the tribe was fully proved by the fact that no less than 200 Barwárs had been convicted in Bengal between December 1879 and December 1881, and that out of 1,267 adult males in the tribe 727 had been convicted at different times of offences against property.

They were proclaimed on 1st July 1884 and orders were given to provide every landless Barwár with land.

In 1883 the Barwárs numbered 3,695 in 53 villages. A later census made the number 3,925 in 46 villages. They comprised--

725 families of whom 397 cultivated no land,		
174	"	3 bighas or less.
80	"	5 "
74	"	over 5 bighas.

As usual the local authorities were confident of speedy success in the work of proclaiming this tribe. The Deputy Commissioner felt assured that "punishment for absence from home without pass will be quite sufficient for them."

The first attempt to provide land not being satisfactory, a special officer, M. Gurdial, was deputed for this purpose. This officer persuaded the zamindárs of the villages in which the Barwárs resided to give them land at favored rates and to extend these favored rates to the lands already in their possession. He provided land at the rate of 1 bigha per individual, and arranged that one-third of each holding should be "goend" or manured land near the village site.

The land previously held by Barwárs was 986 bighas; the new land now allotted 2,947 bighas, total 3,933 bighas for 3,959 Barwárs. The land thus given was not waste, but land already under cultivation, and to provide it 1,224 cultivators were ejected, 68 of them by process of law. To prevent hardship no cultivator was ejected from more than one-third of his holding, and the district authorities considered that the cultivators willingly gave up this land at the request of the zamindárs.

The average rent of the land taken over was Rs. 2-13-6 per bigha, and as this was deemed too much for the Barwárs to pay in the first instance, a reduction was allowed of four annas in the rupee for the first year and two annas for the second; and a reduction at the same rate was agreed to for the lands formerly held. These reductions amounted to—

	Rs.
	2,819 for 1293 fasli.
	1,371 for 1294 fasli.
Total ...	<u>4,190</u>

This scheme was sanctioned on 3rd July 1885, and Government undertook to make good to the zamindárs the amount of this rebate.

In 1890, after five years' working, the condition of this experiment must be pronounced to be extremely unsatisfactory. Of the total area allotted, the Barwárs actually took up 3,711 bighas, but by the end of 1889 they only retained 2,905

bíghas and had relinquished the rest. Of the 2,905 bíghas more than half (1,593 bíghas) are in the estate of the Talúkdár of Ajudhya, in 24 villages, on a rental of Rs. 4,172. For the current year (1297 fasli) the arrears of rent in this estate are Rs. 2,055, or half the total rent, and the total arrears for the four years since 1294 fasli amount to Rs. 6,725. As nearly the whole of this must be regarded as irrecoverable, and as the Talúkdár cannot be expected to submit indefinitely to so great a loss, it is clear that the occupation of the Barwárs will soon come to an end unless Government undertakes to pay the rent. The rest of the Barwárs' land, 1,312 bíghas, is distributed over the estates of 23 proprietors, and as these proprietors have been more careful in looking after their own interest, the total arrears, for the same period, only amount to Rs. 756. But this does not mean that the Barwárs have in these villages become industrious cultivators. With the exception of those who previously held land, most of them either get their fields cultivated by sub-tenants or leave them uncultivated. There are some instances where they have paid the rent, although they have not cultivated the land; and the sub-tenants are in general the original cultivators who were nominally ejected to make room for the Barwárs. In fact it would appear that the Barwárs practically retain none of the new lands allotted to them except the *goend*.

Of the rebate in rent Government paid Rs. 970 on account of 1293 fasli and Rs. 434 on account of 1294 fasli, and in the estates of some talúkdárs no rebate was claimed by the proprietors.

Throughout this period, while refusing to avail themselves of the substantial provision of land made for them the Barwárs kept complaining that they had not enough land for subsistence or that the land allotted was worthless. It is patent now that these complaints are the false patter of idle vagabonds, but in 1889 they so far prevailed that instructions were issued to provide more land, and this time it was ordered that the Barwárs who have insufficient land should be settled upon land belonging to Government. On 27th June 1889 sanction was given to appropriate 1,069 acres of land for this purpose on a site adjacent to the present Barwár villages of Kanondih and Bhitaura. 119 families applied for grants of land, but 70 applications were necessarily refused, because the male members had absconded: 18 because they had abundance of land already: and four because they were well off and were engaged in other occupations. Seven families withdrew their applications, and 20 families remained, who took up 114 bíghas. Of these, five families abandoned their allotments, and three new families were brought in, and in August 1890 there were 18 families holding 102 bíghas. These families have been supported by advances for subsistence and agricultural expenses and their operations have been carefully supervised. But the first year has proved very unfortunate owing to the entire loss of the kharíf crops on account of heavy and untimely rain. It remains to be seen whether this colony can be kept together and made self-supporting. The outlook is not cheerful; for, seeing that the Barwárs are not industrious enough to keep under cultivation lands already tilled, they are not likely to succeed in the harder work of reclaiming waste lands.

Such is the present state of the experiment for settling Barwárs as cultivators. It remains to review the operations in the way of supervision and repression.

At first the Barwárs flocked in, and on 1st April 1885 the number registered was 4,219. The population year by year since proclamation is returned as follows:—

			Men.	Women.	Boys.	Girls.	Total.
1st April 1885	...	...	1,618	1,485	534	582	4,219
Ditto 1886	...	...	1,418	1,428	503	575	3,924
Ditto 1887	...	...	1,164	1,312	519	606	3,601
Ditto 1888	...	...	786	...	501	(Women not counted,)	
Ditto 1889	...	...	815	1,238	522	614	3,189
Ditto 1890	...	...	955	1,339	527	601	3,422

During the first year ending 31st May 1886, 57 men absconded, and 96 were imprisoned under the Criminal Tribes Act, and 250 were absent on passes and did not all return.

Next year as many as 488 absconded and only 10 were sent to prison ; 160 were apprehended or surrendered themselves, and of these 106 were caught in Nepál and returned by the Nepál authorities. The internal movement and restlessness of the Barwárs is indicated by the issue of the large number of 2,497 passes. The early expectations of speedy success now vanished ; and the District Superintendent of Police despondingly asserted that the Act was a failure.

In the year ending 31st March 1888 matters became still worse : 506 persons absconded and the number of men registered fell from 1,618 to 786. More than half had absconded, and of those who took passes and returned within their leave many were believed to have spent their time on thieving expeditions ; 73 men were imprisoned and 100 apprehended or brought back during the year. " The absentees have in nearly all cases gone to Nepál, so that the effect of the present measures has been to drive a large number of the people into a country in which we cannot control or watch them."

The year ending March 1889 shows an improvement, and the report of the District Superintendent of Police, Colonel Buller, gives a very full and interesting *résumé* of police action. 151 men absconded, but a still larger number returned or were apprehended. And in the same way in the year following, although 173 absconded, 408 returned of their own accord or under arrest.

The points of encouragement are—

- (1) It is only the men now who abscond ; the minor population is about the same and the adult female population is not much less now than in 1885. It is expected that the male absentees will sooner or later rejoin their families.
- (2) The efforts made to identify Barwárs in whatever district they are caught, to secure severe punishment when identified, and to bring them back to Gonda for punishment under the Act, are beginning to tell. Thus 100 were arrested in 1888 in other districts and 179 in 1889. In 1889 they were caught in 16 districts of Bengal and in 15 districts of North-Western Provinces and Oudh. Convictions under the Penal Code were obtained in 38 cases in 1888, and in 83 cases in 1889 in Bengal and these Provinces.

The points of difficulty still under discussion are—

- (1) What measures to take with regard to the Nepál colony ?
- (2) What control should be exercised over the women to prevent their joining their absent husbands ?
- (3) And what further effective steps should be taken to provide sufficient means of honest livelihood and induce the Barwárs to follow them ?

Sánsiahs.—In the letter to the Government of India, dated 17th December 1889, proposing the proclamation of this tribe, they are described as follows :—" They are the hereditary robbers of Upper India ; a wandering tribe moving in gangs from one part of the country to another, and detaching parties from their camps, whose method is usually a rapid series of daring robberies at a distance from their head-quarters."

They are distinct from the Haburahs, with whom they do not intermarry, but the similarity of their camps and wandering habits have until lately led to the confusion of one with the other. They are bolder criminals than the Haburahs.

Within a period of five or six years members of the Sânsiah tribe had committed not less than 200 dakâitis in the North-Western Provinces and about 80 in the Panjâb.

Besides the name of Sânsiah, they are known in some districts by the names of—

Kanjars,	Bhatus,
Gidiahs,	Beriahs,

and, like the Haburahs, some portions of them are settled and comparatively harmless.

A census taken in 1888 showed the numbers to be—

3,967 of the nomad and criminal class.
4,200 of the settled and harmless class.

Proclamation was made in June 1890 of the Sânsiahs of—

					<i>Census number.</i>	<i>Proclaimed number.</i>
Muzaffarnagar	...	...	...	...	55	651
Meerut	...	...	...	...	454	439
Aligarh	...	...	...	...	130	262
Muttra	...	...	...	...	326	357
Total					965	1,709

The variation in the number in 1888 and 1890 is indicative of the way these gangs wander about.

The proposed method of dealing with the proclaimed gangs is—

- (1) Confinement of the more notorious in a reformatory settlement in Sultân-pur Jail.
- (2) Planting out of the least criminal families over various districts in agricultural holdings.

It remains to be seen what will happen. It is already reported that the Sânsiahs are moving away from the proclaimed districts and from the Provinces, and it may be predicted that the planted out agricultural settlements will not at first succeed. The Sânsiahs (Bhatus) of Moradabad were settled in this way in 1884, and within a very few years all absconded. The Sânsi colonies in the Panjâb are unfavorably reported upon. The confinement of a large number in a reformatory is a new experiment.

The application of the Act to the Sânsiahs is the first instance of its application to a wandering tribe—all of those previously proclaimed had settled residences.

III. *Panjâb.*—The following tribes are proclaimed in the Panjâb :—

<i>Tribe.</i>	<i>District.</i>	<i>Number registered on 31st December 1888.</i>	
		<i>Males.</i>	<i>Females.</i>
Minas ...	Gurgaon ...	332	
Tagus ...	Karnâl ...	269	
Biluchis ...	{ Karnâl ... Umballa ...	488	
Harnis ...	{ Ludhiana ... Jalandhar ... Hoshiarpur ...	1,495	1,243
Sânsis ...	{ Ludhiana ... Jalandhar ... Hoshiarpur ... Gurdaspur ... Lahore ... Sialkot ... Gujranwala ...	3,098	972 females registered in Ludhiana and Gur- daspur only.
Baurias ...	{ Ludhiana ... Firozpur ...	878	94 females registered in Ludhiana only.
Mahtams ...	Lahore ...	227	

The Baurias are the same as our Bauriahs, and I think by Sânsis are meant the same tribe as our Sânsiahs. The report on criminal tribes forms an integral

portion (Part III) of the Police Administration Report, and the following notes are taken from the report for the year 1889 :—

Minas.—Seventy-one are employed as police and chaukidárs; only two convictions during the year under the Penal Code. Deputy Commissioner is hopeful of the ultimate reformation of the tribe.

Tagus.—Two hundred and seventy-four names on register at close of the year and 236 absent from home without leave.

Biluchis.—Eighty-seven Biluchis of the Umballa district absent without leave, and the District Superintendent of Police recommends an amnesty to induce them to return to their homes.

Harnis.—Number absent without leave, 443; cultivation of land ostensible only. Crime still their livelihood. Seven Harnis arrested at Sholapur in Bombay Presidency. No improvement has taken place and “they are incorrigible and past reformation.” District Superintendent of Police of Ludhiana “advocates more stringent measures being taken against them.”

Sánsis.—Livelihood—hunting, begging and committing crime. In Gurdaspur (registered number 1,096) “constant complaints are received against the Sánsis of Dida, and the villagers are desirous of having them removed to some other locality.” In Lahore district “they are still looked on with much distrust by the people generally.” In Sialkot “it had become the custom among the Sánsis located on Government land to let their lands to neighbouring cultivators and to take half the produce, by which they reaped an advantage to which they were not entitled, since they hold their lands free of revenue.” From all districts there is reported to be no real improvement in their character. In one district a few are being tried as chaukidárs.

Baurias.—Very few particulars are given about this tribe. In Ferozpur in the report for 1888 “they are reported to be gradually adopting cultivation as a means of livelihood,” but 30 members were sent to jail during the year for theft, house-breaking and receiving, and a gang was arrested with a large quantity of stolen property in their possession. A large number in 1888 were released from further surveillance.

Pakhiwars and *Mahtams* are newly proclaimed tribes and the process of registration was still continuing. The Pakhiwars were released in 1884 and again brought on in 1888.

From this review it would not seem that much better success is being attained in the Panjáb than these Provinces. The difficulties in the way of locating the Sánsis and making them till the soil are specially noteworthy in connection with the proceedings against Sánsiahs about to be taken in these Provinces.

Before commenting on the general working of the Act in these Provinces it will be convenient to notice the other criminal tribes and state shortly the measures of repression tried in respect of them.

Badhiks.—The notorious dakáits known as Badhiks (Budducks) were suppressed, like the Thugs, by the capture and imprisonment of all the leaders. This done, a colony of them was settled on waste land belonging to Government in the Gorakhpur district in 1844. They evinced for a long time the greatest repugnance to honest work, and even now a good proportion of the lands held by them are sub-let at higher rates to other castes. The larger proportion of their holdings are let at very low rates, but some land is taken up by them at the current rates of the neighbourhood. The net profits of the estate on which they are located are paid over to the family of the original dakáit leader.

Surveillance, which at one time may have been very strict, has been much relaxed of late years, but there is a constable or two posted over them; a register is kept; and they require permission from the Magistrate before they can leave the district.

Dakaiti has long been given up by them, or rather was never resumed at this colony. In 1871 the Deputy Inspector-General of Police visited them and found the colony in a very backward state. In consequence of his representations the district authorities began to take more interest in them and they have been fairly well looked after since. The number then was—

	68 men,
	78 women,
	41 boys,
	22 girls,
Total	... 209

and the Deputy Inspector-General remarked: "There is little doubt the tribe carries on thieving, but no cases for some time past have been brought home to them."

Twenty years later it may be said that they are not even suspected of thieving. Though not a very advanced or industrious community, they may now be instanced as a case of successful repression and reformation. Their number has not increased since 1871, and was, in 1890, 203 in all.

Audhias.—The Audhias are said to have come to Fatehpur district 700 years ago from Ajudhia in Oudh, and to be outcasts from the bania castes owing to their thievish behaviour. They resided in eight villages in Fatehpur and five or six in Cawnpore. The Audhias at home are well-to-do and to all appearance respectable in their habits. Their women are well dressed, with plenty of ornaments on their persons. They have no apparent means of support. They neither cultivate land nor trade, and all that appears on the surface is that most of the men and boys go off after the rains and return at the end of the cold weather. If asked how they support themselves, they reply, by begging.

Their real business is the issue of counterfeit coin and theft. They bring home cash only, and dispose of their plunder to agents at different large cities. In the districts where they reside they are perfectly well behaved. An account of their modes of coining and uttering and of committing thefts from houses is given in a memorandum drawn up by Mr. Young, District Superintendent of Police, Fatehpur in 1880, and from which this account of the tribe is extracted.

Convictions against them have been obtained in Jabalpur, Benares, Patna, Monghyr, Calcutta, Gwalior, Saugor, Murshidabad, Nuddea, &c. There are many convictions probably which have not been traced owing to the care they take to conceal their identity.

They have been under supervision of the police for a long time. In 1858-59 a register was kept up of Audhias present and absent. In 1873 application was made to proclaim them under the Act, which continued under consideration off and on till 1878. In that year it was disposed of in the following terms:—"The Lieutenant-Governor, after a careful consideration of the subject, has come to the conclusion that the proclamation of these well-to-do criminals and their consequent liability to punishment in the event of their leaving their homes without permission would not, considering the present facilities they possess for absconding, enable Government to effectually secure their regular residence within the proposed specified limits. Under these circumstances, as the law would be inoperative, it would be evidently useless to submit any recommendation to the Government of India."

It was decided in lieu of proclamation to quarter special police on the Audhias of Fatehpur and a force of—

1 head constable,
4 constables,
4 chaukidárs,

was entertained in 1878 and reduced by degrees, owing to their being but of little use and to the difficulty of collecting the assessment. In 1880 the special force was only four chaukidárs, and in the year following these also were withdrawn and the experiment abandoned.

The Magistrate in 1881 reported as follows:—"I think on the whole no good has resulted from the establishment of a special police force. There is not and never was any crime in the villages, and the police are unable to give any information which would restrain the Audhias from carrying on their habits of coining and uttering in other districts." "Reports are made from time to time of the arrival and departure of the men : and the places which they intend to visit or have just returned from are duly recorded. Intimation of their movements is given to the districts they say they are going to, but the visitors never arrive there." "Men come and go as they please and the period of their absence is regulated by the success or otherwise of their expedition." "If elated by success, they prolong their tour; they forward their gains in cash through the post-office in registered and insured parcels to their wives."

The Magistrate goes on to say that the imposition of the tax has led to the emigration of many families to the Cawnpore district. The tax was collected with difficulty and irregularity, and arrears were recovered by timely visits of the tahsildár to the village when the men returned home with their ill-gotten gains.

The Commissioner remarked that "the cost which the people are put to, to defray the charge of maintaining the police party is a direct incentive to them to commit petty crimes."

The following are statistics of the number of the Audhias at different times :—

1869	...	...	143 men, 168 women, 67 boys, 50 girls, 428 total.
1872	...	...	120 " 166 " 115 boys and girls, 401 "
1879	...	...	176 " 187 " 59 " 53 " 475 "
1880	...	...	142 " 148 " 47 " 43 " 380 "
In 1869 out of 143 men, 127 were absent.			
" 1872	"	120 " 80 "	
" 1880	"	142 " 93 "	

Towards the end of 1880 however it was reported that only 45 Audhias remained in the villages.

After the withdrawal of the special police no further attention was paid to the Audhias, and they cease to be noticed in the reports of subsequent years. In 1890 there were ascertained to be 375 Audhias resident in Cawnpore and 159 in Fatehpur. The majority of the adult males continue to absent themselves from time to time for the purpose of thieving and uttering false coin in distant parts. There is no police surveillance exercised at present.

Doms.—The Doms are a tribe of low mental type, aboriginal to Gorakhpur and the neighbouring districts of Bengal, with some traditions of descent from a race not altogether savage. Like savages they are creatures of impulse, devoid of power of application, prone to drink, impure in their habits, with loose family ties and scarcely any social organization, and always miserably poor. This description is only applicable strictly to the Maghya Dom : other Domes, though apparently of the same race and usually called Bansphors (workers in bamboo), have the settled occupation indicated by their special name, and fixed homes, and they perform certain important services at funerals, &c. The Maghya Dom's occupation is begging, burglary and theft : to which the women add prostitution.

They have always been a trouble to the district, and since 1868 have been very much reported upon. They had no fixed residences, but led a gipsy life, hiding and skulking in the forests and arhar fields, in loosely compacted gangs. They are not intelligent enough to form permanent gangs for organized robbery. Burglary by night is their favourite crime, and they are not averse to use violence when detected.

The Maghya Doms in Champáran and Sáran are said to have had fixed residences and some aptitude for field labor. They have now for some years been collected into agricultural settlements there and are favorably reported upon.

In Gorakhpur almost every scheme possible to think of has been considered over and over again and rejected as hopeless, the prevailing opinion being that nothing short of confinement within four walls would do any good. In 1873 and again in 1880 the question of bringing them under the Criminal Tribes Act was considered, and the conclusion come to in 1880 was that no special measures for the reclamation of this tribe seems likely to be successful, and that there was no use proclaiming them under the Act, "because they have no means of earning their livelihood honestly"; and the only thing to be done is to keep them under unceasing surveillance and to punish with severity on commission of crime.

In 1884 the Magistrate of Gorakhpur (Kennedy) again applied himself to the task. Some of the Doms were collected in the city and employed as sweepers, taught brick-making and made to work on the roads, and others were settled in larger or smaller groups in different villages and received assignments of land; and up to date this scheme, supported by an annual grant of Rs. 1,500 is being carried on. Some Doms do regular work as sweepers; none of them have as yet acquired any handicraft, even the simple one of brick-making: no work can be got out of them except under incessant supervision. Their fields are only cultivated when some one is standing over them and when assistance is rendered by other cultivators. Some of their lands are sublet to other tenants on the batai tenure.

Nevertheless on a comparison of the earlier with the latter reports a certain advance is observable. The Doms no longer skulk in fields and forests. They are all settled in some village or another which they recognise as their home. Whereas formerly Doms said they could not sleep under a roof because ghosts troubled them, they now take kindly enough to living in houses and will complain, not of ghosts, but of the roof leaking. It is something to have restrained their wandering propensities to this extent, and to have given them some appreciation of a settled and civilized life.

Of other criminal tribes only a brief notice is necessary:—

Jogis of Aligarh.—These are said to be a swindling gang settled in Aligarh and kept under surveillance. They are noticed in the police administration report for 1868, and again in 1874, and in the latter year it is stated that no crime of violence or theft stands against them. After this year no mention of them occurs, and it is reported by the Magistrate in 1890 that the colony has not relapsed into criminal habits.

Pardesis of Gorakhpur.—A certain set of thieves and swindlers were known by this name and classed with the Jogis of Aligarh and Dulerahs of Bareilly. In 1868 a gang of them was captured and convicted in Gorakhpur, since which time nothing more has been recorded of them. But recent inquiries shows that there are still 25 families of them in Gorakhpur and about as many in the adjoining Bengal district of Champaran. The Gorakhpur Pardesis are still suspected of swindling in the disguise of fakirs or pilgrims.

Dulerahs of Bareilly.—In 1869 this tribe was reported upon and their customs described. They were said to number about 1,000 and to reside in the villages of Sudnapur and Gurgawan in the Bareilly district. The description of them as professional thieves who go long distances, never steal at night, and train up boys to perform the actual thefts, is similar to that of the Barwárs and Sanauriahs. No particular steps in the way of their surveillance seem to have been taken, and there is little or no mention of them in later reports. In 1890 their number was reported to be between 300 and 400, and the district police are beginning to give more particular attention to them.

Biluchis or Rinds.—Some 60 men were in 1867 described as thieves and picklocks in the Muzaffarnagar district. In 1890 there were 13 of them left.

7e, 188 *Bahelias* of Etáwah, Agra, Cawnpore and Allahabad are said to be the same caste or akin to the *Aheriahs*. So also the *Saheriahs* of Bundelkhand and *Chirimars* of Oudh have been classed with criminal tribes, but no special proceedings seem ever to have been taken against them.

The *Araks* of Farukhabad, *Gadilas* of Meerut, *Minas* of Agra are also called criminal, but the reports contain no particulars against them.

In one list such extensive castes as *Pasis*, *Bhars*, *Dusádhs* and *Gujars* are described as criminal tribes, but this only means that large numbers of criminals are of these castes, not that the whole of the caste is addicted to the commission of offences, and of course the mere numbers of them preclude the possibility of extending the Act to them.

The proceedings under the Criminal Tribes Act are a depressing record of failure. In the case of the *Bauriahs* failure was admitted and the Act withdrawn; in the case of the *Haburahs* the proceedings were a farce; in the case of the *Aheriahs* no good has been achieved, and the extension to them of the Act was a mistake; in the case of the *Sanauriahs* the result is much as if a bank of nettles were tended and pruned a little in one corner of a field and suffered to grow in wild luxuriance everywhere else. In the case of the *Barwárs* the experiment is trembling on the verge of failure or success.

Hope for the future depends upon a proper cognizance of the causes of failure in the past, which are summarized in the following remarks:—

(1) *Partial application of the Act is useless.*—Measures must be taken against the whole tribe at one time. The consensus of opinion on this point is overwhelming, and from the very beginning the officers in charge of the operations have protested that while the larger part of the tribe to be controlled was beyond the reach of the repressive measures, nothing effectual could be accomplished. Neglect of this rule is at the root of the failure with *Bauriahs*, *Sanauriahs*, *Haburahs* and *Aheriahs*: observance of it is one of the hopeful features in the case of the *Barwárs*. The active members of the proclaimed sections abscond and join the free ones; the settlements made for their subsistence are mere asylums for their families, and they care nothing for the punishment inflicted for absence without leave.

(2) *Repression must precede reformation.*—Too much has been allowed to depend upon the attempts made to seduce the thieving tribes to agriculture. The *Haburahs* prefer to be poor and thief rather than to be poor and dig. The *Bauriahs*, *Sanauriahs*, *Barwárs* and *Audhias* find they can be well off and thief, and still more strongly decline to be poor and dig. These four tribes have carefully adapted their habits to the successful pursuit of their profession. They are quiet and peaceful near their own homes. They avoid dangerous crimes and acts of violence. They carefully train up their boys. Occasional imprisonment, like drought to a cultivator, is a misfortune to be borne with resignation; and the gods are propitiated for a more successful issue next year. They have their own code of morality; it is disgraceful not to steal, and the women scoff at the laggard who turns to the plough. These tribes will not labor and be honest until there is no other alternative. The trouble taken to provide them with land, the attention given to their complaints of insufficiency of land has been mainly time and trouble thrown away. The *Bauriahs* complained of their zamindár; the land was not good enough, the rents were too high, they wanted occupancy rights, forsooth! and more land—all this was a comedy to engage the sympathizing ear of the European officer. In truth they were not willing to work; they absconded even when their crops were on the ground; they tilled the fields one year and deserted the next; they had no steadfast purpose of labor, and their wives urged them to steal. The same comedy is being played by the *Barwárs* of Gonda. Land was given to them, cultivated land, one-third of each holding out of the best land in the village; honest cultivators were turned out for them; their fields

were allotted at their very doors—with what result? Half the men absconded ; the stay-at-homes ask for more land, but will not cultivate that which they have ! Patient Sisyphus rolls up the stone once more. It is impossible to eject more honest cultivators, but a large tract of waste land near their villages is arranged for, and Government is to dig wells for them and start them here. With difficulty are a few families persuaded to accept the boon—the majority say they don't care to leave their homes !

The case of the Sanauriahs is pretty much the same. Most of them held land at an average of 7 or 8 bighas per family. But this was naturally not enough for a people “accustomed to get the best food with a minimum of trouble.” Great efforts have been made and much expense incurred to increase their holdings and settle them upon waste lands. But the 92 families with 1,021 bighas in 1887 have diminished to 61 with 764 bighas in 1889. The case of the Haburahs is in some respects more hopeful : they are a people who do to some extent already practise agriculture ; and they would immediately improve their circumstances, and not become poorer, by tilling the soil. But there is a fatal instability about them. At the start the proclaimed Haburahs were provided with 5 bighas of land each. They abandoned this. A colony was planted in a new village and appeared to thrive ; but in a few years this was also abandoned. In Moradabad another colony is being tried with much assistance from Government, and the permanent success of this too is very doubtful. The Bhatas (Sánsiahs) similarly colonized have absconded.

Ultimately of course provision must be made for honest means of livelihood for these tribes. But it must be kept in mind that they prefer thieving to working, and will not work until the alternative lies between working and starving. Until the methods of repression have begun to tell a provision of land is not urgent. For the intermediate stage it would be useful in many instances, I think, if the old power of the Magistrate to employ them on roads and public works were revived.

(3) *Repression to be effective must cover the whole field of operations of the tribe.*—The first condition is that already mentioned, the whole of the tribe must be brought under the rules. In addition to this the net to catch these rascals must be spread over the whole of India in the case of gangs who wander far afield. A gang of Bauriahs quite recently plundered in Southern India ; the Sanauriahs visit the Central Provinces, Bombay, Madras and Calcutta ; the Barwárs make Bengal their principal hunting ground. The Act indeed provides for the arrest anywhere in India of the member of a criminal tribe absent from his district without a pass. The provision was of course inoperative for Sanauriahs and Haburahs where the chances were 10 to 1 that the arrested man would not prove to belong to the proclaimed section. In the case of the Bauriahs too, for the same reason among others, very little was ever done.

The object to be aimed at is to convince the members of these tribes that they can nowhere escape the observation of the police, and to punish them with exemplary sentences when convicted of any offence. The measures taken with the Barwárs show what can be done in this direction. They are arrested in all parts of Bengal and these Provinces, and it is only by escaping into Nepál that they feel themselves safe. Much no doubt still remains to be done. The exertions of the police should be stimulated by the diffusion of abundant information about these tribes, their habits and modes of theft, and the means of distinguishing them. The knowledge buried in the reports of those officers who have special acquaintance with them should be circulated. In the case of the Sanauriahs nothing can be done until they are proclaimed in the Native States of Bundelkhand and the Central Provinces ; and the direction of affairs made over to a central agency like that for the suppression of thaggi. If the Bauriahs are again proclaimed, co-operation

between these Provinces and the Panjáb, where they are now proclaimed, is essential. The Haburahs appear to wander very little beyond these Provinces and on that account can be more easily dealt with.

Much complaint is made that the punishment which can be awarded under the Act for absconding is not sufficient ; that members of criminal tribes do not care for short terms of imprisonment which they accept as ordinary incidents of their career, and the propriety has been pressed upon the attention of Government of applying the provisions of section 75 to the offence committed by proclaimed persons. The efficacy of punishment depends more upon its certainty than its severity, and the arrest of absconders is as yet far from certain. But if increased severity is necessary it might be considered whether the dormant section 401 of the Indian Penal Code could not be revived as suggested by Mr. Hobart. To render this section operative it would be necessary to provide as a rule of evidence that registration as member of a proclaimed criminal tribe coupled with proof of absconding from the place of settlement is *primâ facie* proof that the accused belongs to a gang associated for the purpose of habitually committing theft or robbery. It would then rest with the Magistrate of the district where the absconder was registered to take proceedings at his discretion. •

(4) *Proclamation should be confined to tribes whose subsistence is wholly or in large part derived from the commission of theft, &c.*—This condition can hardly be asserted of any caste which is very numerous. In a list of criminal tribes discussed in 1873, such caste as Pásis (population over 270,000), Gujars (about 260,000), Dusádhs (about 60,000), Bhars (about 50,000) were included ; but it was apparent that their mere numbers precluded the possibility of extending the Act to them. It was also seen that although their degree of criminality was greater than that of more respectable castes, yet they were possessed of regular and honest means of livelihood, which for the most part furnished their means of subsistence. The same consideration applies to the Aheriahs. They number about 10,000 in Etah and Aligarh and there are large numbers in Mainpuri and other districts. They practise agriculture, and the statistics of Etah show that half of them are very well off for land, and that the remainder of them have other regular means of livelihood which they practise from custom or predilection. It is true that there is a certain proneness to crime, but, as in other communities, it may be observed to vary with their general prosperity. After famine years, dakáitis : after a few prosperous years it is remarked with surprise “ the Aheriahs of the present day are not the turbulent criminal class that they are supposed to be.” The proclamation of a small portion of them has been futile—a large proportion of the proclaimed families disappeared in the famine years ; later on half the remainder were exempted, but it has never been pretended that their reformation is due to operations under the Act. The other half, which contains a good number of convicted offenders, still remains under the rules, but the Act might as well be altogether withdrawn, leaving the convicted persons to the usual surveillance prescribed for ex-convicts.

(5) *Success in the working of the Act depends largely upon improvement in the general administration of the police.*—This is almost axiomatic. Although success attended the employment of a special branch for the suppression of thaggi, more general co-operation is necessary in the case of the larger numbers who comprise the criminal tribes. One direction in which considerable improvement is manifested may be mentioned. In all the older reports great stress is laid upon the protection given to professional thieves by the zamindárs in whose villages the thieves resided. They shared the plunder and protected the thieves in various ways : by giving bail for them, by suborning and giving evidence in their favor, &c. The Rájás of Tehri and Bámput openly protected the Sanauriahs. The zamindárs of Muzaffarnagar were hand and glove with the Bauriahs, and the zamindárs of Fatehpur found the Audhias profitable tenants and gave them indirect assistance. All this is much changed, and very little complaint is now made of the zamindárs

compared with former times. This is a result of improved general administration. The zamindárs have not been caught and punished : they have been frightened by the greater activity of the police and shamed by the greater publicity and by the force of public opinion. A direction in which similar improvement may be anticipated is the discovery of the " fences " in large cities who enable the thieves to dispose of their booty. The Sanauriahs and Audhias are noticeable for their care to convert their plunder into cash before returning home, and no doubt similar precautions are taken by the Bauriahs and Barwárs. When the thieves can neither find receivers abroad nor protectors at home their occupation will be gone.

The 24th September 1890.

D. T. ROBERTS, C.S.



APPENDIX XIA.

Supplement to Note on Criminal Tribes.

Bauriahs.—The Magistrate of Muzaffarnagar (Mr. V. A. Smith) after a visit to the Bauriah villages in pargana Bidauli, writes as follows, under date 16th January 1891: "I was surprised to find that a large number of the caste have taken seriously to agriculture, and that they are esteemed better cultivators than the Gujars and nearly as good as the Játs. In the Court of Wards' villages they hold at rents slightly lower than those of other castes, and they have reclaimed much jungle. About 60 Bauriahs have come within the last two years from Mainpuri, Jodhpur, &c., &c. These new comers are stated to live solely by thieving, and they will not accept leases of land. A considerable number of the Bauriahs are always absent on predatory expeditions. The Bauriahs are not a clan: that is, they are not necessarily related to one another by blood relationship. They receive recruits from all castes—Játs, Gujars, Dhobis, Gadarias, &c., and in this respect resemble the Sanauriahs. I could not hear of any ceremony of initiation, and was told that a man becomes one of them by eating their food. They will eat anything except cow's flesh. They have an odd custom that a wife very rarely lives with her husband, but the legal husband has to support his wife's children, whoever the father may be. The Bauriahs, like other Hindus, are married in childhood. In spite of all their gains they are poor, and do not appear to gather capital. They are said to enjoy a drink." Mr. Ross Knyvett, District Superintendent of Police, who has had great experience of the Bauriahs and other criminal tribes, considers that the Bauriahs are by far the most amenable of the criminal tribes, and can be brought to settle peaceably.

The Magistrate of Muzaffarnagar does not recommend the re-introduction of the Criminal Tribes Act.

Sanauriahs.—Of the 154 Sanauriahs originally proclaimed, 48 have died, 53 have been expunged from the register, two were in jail, seven absconded, and 44 were present on the 31st March 1890. The number expunged has been made up by an equal number added. A return by ages of 85 present on 31st March shows that—

18 are over 50 years of age.
20 are between 40 and 50 years of age.
37 are between 20 and 39 years of age,
10 are under 20 years of age.

—
85
—

The Lalitpur Sanauriahs do not now adopt children from other castes, but they send their own children across the border to be initiated and taught. The number living in the Native States bordering on Lalitpur cannot be ascertained, but is guessed to be about 1,390 (Gwalior 100, Dattia 1,000, Bijnor 40, Saugor 25, Bhopal 25, Chattisgarh 200); and though no longer protected by the Native States, they are protected by the zamindárs. Sanauriahs in matters of marriage conform to the caste from which they were taken, and the same variety of castes obtains now as was observed in 1882. The settlements of Sanauriahs on Government lands have failed. On the Beer reserve out of a grant of 270 bighas to 9 men, only 6½ bighas are under cultivation now, and on the Sindwaho reserve only 31 bighas were cultivated for last kharif, and 7 for the rabi. Of the advances of Rs. 50 per family for expenses of cultivation, only a small portion has been recovered, or is recoverable. The present Deputy Commissioner (Lloyd), after making inquiries, reports as follows (28th February 1891):—

"The colonization may be considered an absolute and dismal failure." "It is I think established that there is no use trying to convert *confirmed* Sanauriahs into cultivators."

Aheriahs and Haburahs.—My opinion that the proclamation of a few Aheriahs and Haburahs in Etah district alone is futile, and that the proclamation should be withdrawn, is concurred in by Mr. Crooke, now Magistrate of Mirzapur, and Mr. J. D. Young, District Superintendent of Police, who have special experience of the working of the Act in connection with them.

The present Magistrate of Etah, Mr. Harrison, while agreeing that the proclamation of the present villages is futile and that the proclaimed sections are comparatively harmless, is disposed to take a fresh census, and after inquiry extend the proclamation to include all the members of those tribes who are found to be habitual criminals.

Barwárs.—It has now been decided to break up the Nepál colony and to register the females as well as the males.

Sánsiahs.—An important omission occurs in the note. A third method of dealing with the tribe is the separate confinement of juveniles in a reformatory at Fatehgarh, and it is to this method that the Government attaches the greatest hopes of successful reformation. The juveniles committed to the reformatory are "such Sánsiah children as may be removed from the Sultánpur Settlement by consent of their parents, or by order of the Local Government for breach of discipline by their parents or themselves. No child shall be detained within the Reformatory Settlement after he has reached the age of 18 years".

Special rules have been drawn up for the control, supervision and discipline of this reformatory. There are at present 68 children confined there, who have shown, so far, remarkable aptitude for learning and great amenability to discipline. The experiment is a most interesting one, but its success will not be assured for many years to come, when experience has shown whether on attainment of full age the wild hereditary instincts of the race re-assert themselves or not. The Sultánpur Settlement for entire Sánsiah families is in full working order, but as yet, I understand, there is only a small measure of success in getting these vagrants to work.

Doms.—A census of Doms taken in August and September last in the Benares Division gives the following figures:—

<i>District.</i>				<i>Maghya Doms.</i>	<i>Bansphor and other Doms.</i>
Benares	...	...	...	60	1,056
Azamgarh	...	...	...	167	1,716
Basti	...	...	...	...	84
Ballia	...	...	...	1,151	497
Mirzapur	...	...	...	...	799
Gházípur	...	...	...	...	2,164
				1,378	6,316
				7,694	

It is curious that there should be no Maghya Doms in the Basti district, but there is said to be a tradition among them which keeps them from travelling west of the Rohin river in the Gorakhpur district. Benares is comparatively and Mirzapur entirely free of the Maghya Dom. The figures of either Ballia or Gházípur are probably incorrect in respect of the discrimination between Maghya and other Doms. Ballia seems to have nearly as many as Gorakhpur, but in that case it is certainly incorrect to say that none of the 2,164 Doms of Gházípur are Maghyas.

My note was circulated to the Magistrates of districts containing the tribes treated of and to some officers of special experience in connection with criminal tribes, with a view to elicit suggestions for dealing with them. There has been expressed a general agreement that hitherto the Criminal Tribes Act has been unsuccessful, and that the reformation of the grown-up members of these tribes is hopeless. The suggestion for rendering section 401 of the Indian Penal Code more operative is generally approved of, but some officers would prefer that by amendment of the Criminal Tribes Act longer imprisonment should be allowable for absconding. There have been no very new suggestions made, and there is a strong opinion that the only successful treatment is the segregation and separate bringing up of the juveniles, and this plan, as explained above, is now being tried on the Sânsiahs.

D. T. ROBERTS, C.S.,

The 7th March 1891.

Member, Police Committee.



APPENDIX XIII.

Memorandum by MR. E. T. LLOYD, Deputy Commissioner, Lalitpur, written for the Secretary, Police Committee, and sent with demi-official letter on 28th February 1891.

SANAURIAHS.

1. A FORMAL report upon this criminal class was sent up under my signature last October when I had been in Lalitpur as Magistrate for only a few days.

I have this month been among the Sanauriah in camp and talked matters over with most of those who are registered and who may therefore be considered as specially criminal.

I also visited one of their so called "grants," and learned all about the others.

I have therefore a few remarks to make which may interest the Police Committee and may be accepted as amending the fuller but less accurate report of October 1890.

2. The first fact which my visit has, I think, established is that there is no use trying to convert *confirmed* Sanauriah into cultivators.

You may take a horse to the water but you can't make him drink, and so you may give a confirmed Sanauriah land and a little capital to start with, but he will not cultivate.

A few years ago Colonel Lyston determined to provide for sixteen Sanauriah who were destitute of the means of honest livelihood.

He planted them on two adjacent Government "reserves" containing culturable land between Banpur and Mahroni near the border of Deoha State.

On the Beer reserve he gave nine men 30 bighas of land each and Rs. 50 "takávi." This was, I believe, in 1885.

Of the whole of this 270 bighas only 6 bighas 12 biswansis are under rabi cultivation now! And the whole of this cultivation is in the hands of an honest fellow, Nanhe Ahír.

He alone has paid off his takávi debt.

For years he has abandoned Sanauriah, and I had much pleasure in erasing his name from the register.

In his case Colonel Lyston's policy succeeded, but by his countenance and manner I doubt his ever having been a *confirmed* Sanauriah. As regards the other eight, two are now absconding, one is in jail, and the rest are literally destined for jail sooner or later.

I have already noted that Nanhe paid off his *takávi*. The others have scarcely attempted to do so, except one Kishori Brahim.

He alone has paid off a considerable amount; the others all owe between Rs. 40 and Rs. 26, and of course as they have not been cultivating rabi there is no hope for them now.

They did not cultivate rabi, they say, because the bania refused loans for seed.

I enquired into this, and it seems the bania did wisely, as the Sanauriah had no credit. They had eaten the last instalment of seed! or nearly all of it.

They also said there was only one well for the whole settlement, and they would not water the fields.

However Nanhe had proved conclusively that they would cultivate, and he had solved the irrigation problem by sowing channa, which, as all know, requires little or no water.

All but one of them, I must say on their behalf, had attempted a little kharif cultivation; but in one case as little as seven *biswas* out of 30 *bighas*, and in no case had 10 *bighas* been cultivated by any one of them. As to the Sindwaho reserve Colonel Lyston had colonized it with seven Sanauriahs in 1885.

Two of them cultivated nothing in kharif or rabi, and for some reason or other took up their abode in the neighbouring village of Banpur.

Each had been given Rs. 50 takavi and 30 *bighas* of land.

The seven of them as a grand total had only cultivated 7 *bighas* 6 *biswas* of land in rabi, and one, only 31 *bighas* 8 *biswas* in kharif. They each owed between Rs. 30 and Rs. 46 takavi out of the Rs. 50 advanced.

I have quoted these figures to prove that even when helped in every conceivable manner these men *wont* cultivate, and the colonization may be considered an absolute and dismal failure.

And is this to be wondered at?

A Sanauriah boy is selected by the "old hands" for being cute and light-fingered. Naturally he learns to despise the poor stupid clod who sweats from sunrise to sunset and after all can barely keep body and soul together.

He has to choose between a very "narrow way" of virtue and a very "broad way" of vice, and no wonder he chooses the latter.

3. It has sorely puzzled me even to suggest a remedy.

It must however be by making vice more unpleasant and virtue more pleasant.

4. For Sanauriahs punishments must be made more deterrent. At present one commits a theft—perhaps his tenth, perhaps his fiftieth—and he is convicted in, we will say, Sind, where he passes as a poor beggar, and gets off with a few days' imprisonment.

He avoids those parts in future and tries Bombay, and if caught is also treated leniently.

The fear of section 75, Indian Penal Code, is not before his eyes as it is before the local Pasi or Kanjar.

Then the Lalitpur police at last bring him back in triumph. He can only get, even if it is the second time he has absconded, one year's imprisonment and fine and whipping, and he is not possessed of property to pay a fine with, and is probably physically not fitted for whipping; and so lives more or less at ease in jail for a year and then starts again.

This is ridiculous and must be changed. Section 19, Act XXVII of 1871, must be amended and a far severer punishment be allowed for second or third convictions.

Furthermore, though I well know I shall be execrated for the proposal, I think the men who are registered should be either branded or tatooed with the letter S on their foreheads, that not only travellers may learn to avoid them, but that, when caught, Magistrates and Police officers in distant parts may know where they come from, and make inquiries as to their previous conviction from us, and thus bring in that excellent section 75, Indian Penal Code, under which a man may be transported for even stealing a lota.

But I fear the days of branding and tatooing are gone by for ever, and have but little hope that Government will attend to my proposal.

I await their own proposals with the deepest interest. He will be a clever man who, without cruelty, can solve the Sanauriah problem.

5. We now come to the pleasant side of the question. How can we make the path of virtue easier?

In the first place, let me note that a deal of money for improving Sanauriahs might be released by abolishing or immensely reducing the costly staff of special police who are intended to act as their "guard" forsooth!

The thánadár gets Rs. 50 a month, four constables Rs. 7, and two constables Rs. 6; while over Rs. 20 a month is allowed to re-capture absent Sanauriahs.

Thus the total monthly expenditure is Rs. 110, or the large sum of Rs. 1,320 a year.

This guard resides at Banpur cheek-by-jowl with the ordinary thánadár and his myrmidons, and I think their duties should be handed over to the thánadár.

With the money thus released (Rs. 110 a month) a certain portion should be spent in pensioning old decrepit Sanauriahs who otherwise must get boys to steal for them and support them.

They would, I think, be content to await death in innocence with Rs. 2 a month for themselves and families.

A certain further sum, say Rs. 25 a month, might be set aside for petty "exhibitions" to Sanauriah boys attending Banpur school. It would, I believe, result in every boy going to school, and this would be a step in the right direction.

Again the more able-bodied men who show any signs of repentance should be given petty service under Government where their actions can be watched.

I selected 19 of the ablest bodied registered Sanauriahs and from them picked out five and made them chaukidárs to their intense delight on start for three months. I promised if they did well to confirm them, and told the remaining 14 that if these five did well I would try to get them berths as well.

6. Hitherto I have written about registered Sanauriahs, of whom there are 111, exclusive of women and children. Of these 111 no less than

25 are absconding,
10 are in jail,
1 in hawalát.

These figures show what a farce the hitherto existing "guard" has been.

Beside the latter colonies at Beer and Sindwaho there are 18 villages in which registered Sanauriahs live in Lalitpur. These villages are in Sojna, Maironee, Banpur and Barh Thánas: or in other words, these registered Sanauriahs inhabit only that part of the district which borders Orcha State.

7. The Sanauriahs tell me that they have brethren in 12 Orcha villages and that their male population there is 125, exclusive of children.

They say there are—

					<i>Men.</i>
in Gwalior State	...	...	...	...	100
in Dattia State	...	...	...	...	1,000
in Bijawar	...	...	...	...	40
in Saugor	...	...	...	...	25
in Bhopal	...	...	...	...	25
in Chattisgarh	...	...	...	...	200
Total				...	1,390

(4)

These figures are probably very rough, but possibly are more accurate than could be obtained from any other sources.

8. I have written these notes very hastily, but as you know I have had no time to do otherwise, as you want this memorandum on 2nd March.



APPENDIX XIII.

Memo. on dealing with the Wandering Tribes and Criminal Classes, with suggestions for the Caste Surveillance of Habituals—registered and unregistered.

In response to the request that the subject-matter referred to in letters*

* Letter No. $\frac{453}{\text{VIII}-158\text{A}}$, of 1890, dated Naini Tal, the 2nd July 1890, from the Secretary to Government, North-Western Provinces and Oudh, to the Secretary, Police Committee, North-Western Provinces and Oudh.

and enclosures† marginally noted in its relation to the 10th point in Resolution No. $\frac{373}{\text{VIII}-186\text{A}-2}$, dated the 6th June 1890, be duly considered.

† Enclosures—

1. Extract paragraphs 2 to 4, inclusive, of a letter received from the Government of India, Home Department, No. $\frac{1}{421}$, dated 31st May 1890, to Secretary to Government, North-Western Provinces and Oudh.

‡ 2. Copy of a Draft Bill upon the subject of the surveillance of habitual offenders submitted to the Government of India by the Government of the Panjáb.

§ 3. Copy of a letter No. 5778, dated the 30th September 1889, from C. L. Tupper, Esq., Secretary to Government, Panjáb and its Dependencies, Home (Judicial) Department, to Secretary to Government of India, Home Department.

¶ Extract, para. 2, of letter No. $\frac{1}{421}$, dated 31st May 1890.

“The amended Criminal Procedure Code, circulated for opinion with the Legislative Department's letter No. 536-546, dated 14th May 1879, contained a section (109) making a similar provision for demanding security from any one who was by repute an habitual robber, house-breaker or thief, or an habitual receiver of stolen property knowing the same to have been stolen, or of a dangerous character.”

under the moderate provisions of the Indian Penal Code as now in force.

4. The objection taken to the words providing for such power “as being vague, and liable to great abuse in the hands of the police,” was doubtless just and true to experience; and so long as there is any disinclination to come forward and give evidence at the initial inquiry, to establish the *habitual criminality and mode of life* adopted by these offenders, with the object of binding them over to amendment, the danger is practically emphasized and endorsed by the public, though *themselves* most prejudicially affected by their disinclination to do so.

5. The first step then towards the exercise of such powers, if provided, is—

- (a) to define with legal force and precision the classes to be dealt with; and
- (b) the procedure least liable to abuse by the police or any other executive concerned in its application.

6. Practically there are several definitions of the “habitual offender” to be found in Legislative enactments and their correlative records. But the specific principle in all is *actual conviction*! Twice, at least, if not more frequently, as the only justification for the stigma and its consequences, no matter how notorious and reprobate a culprit may have become, with every incentive thereto quickened by success, and the failure of conviction superadded to the difficulties of detection—a thoroughly practical illustration of the “horse and stable-door adage,” so far as the public is concerned.

7. The result to the State and public is, that in a country in which whole tribes and castes are by heredity and training addicted to special crimes, our humanitarian (?) policy has culminated in deputing one or two police constables to associate with such a tribe, and *virtually* under the ægis of their protection to

perambulate the country in the exercise of their tribal calling ! none other being possible to those who, barred by heredity and caste from acquiring any other, must for self-preservation become mere tools themselves, the *protégés* (under compulsion) of the local adept, who having prepared the preliminaries for their *expert accomplishment*, stands aside, safe from implication, while the wandering habitual *under police protection* is effectually guarded against the contingency of conviction and safe from any trammels that society might devise for its own security. This is no fancy picture, but the only natural and possible result of *this* "system of surveillance" ! and to expect any other is as unreasonable as the search for the philosopher's stone.

8. Legal experts will discover other flaws in existing enactments ; but so long as the initial difficulty remains in the legal qualification for habituals, it is obvious that, modify procedure as you may, the first principle in all penal laws, *i.e.*, *to act as a deterrent*, must fail in its purpose.

9. If then *without repeated conviction* evil repute and heredity are legally insufficient to establish a life of crime, the only logical course in this conservative country is *to make the best use of its most popular institutions, for social and individual restraint* : and as certain crimes are practically the heritage and endowment of certain located castes, there can be no hardship in making each such caste *compensate for its crimes and maintain its criminals when convicted*. But in dealing with "*wandering*" criminal tribes there need be no such scrupulous forbearance : either they place themselves under some educating and provident control reasonably accountable for their behaviour, or the Government of India, in justice to its policy and to the law-abiding community, should (with all deference) endeavour to remove this scandal to our civilization, by providing the lands and funds, at the Imperial expense, *for an experiment in segregation on an extensive scale*, commensurate with the numbers and interests concerned, and under such experienced, *sympathetic management*, as will be (I fear) the greater difficulty to attain.

10. The wisdom and policy of removing the young from among these wandering criminal tribes cannot be questioned : and, placed in reformatories, with incentives to labour and submission to discipline incumbent therein, will doubtless curb their hereditary proclivities and aptitude for crime, but it cannot remove the brand of outlawry and the social intolerance that attends on it : nor can the mere veneer of education and training long withstand the prejudices of caste and religious intolerance combined, when released from those restraints *which shield* while stimulating them to a semblance of regeneration, as the first qualification for that freedom which restores them to natural guardians, and a sympathy immeasurably broader and deeper than any that education can evoke. This, added to a physique improved by healthy diet and discipline, with a trained intelligence and vigorous enjoyment of the charms of a free life, *in contact with tribal seductions, will soon urge them to win distinction in the only groove that caste prejudice allows to the progeny of their outlawed race*. In short, nothing but expatriation ! (a poor return to the country for cost incurred) *or the continuance of such restraints and discipline* (for at least three generations) *which such a definite career as the army alone offers*, can best utilize their energies and love of adventure, while it gives them a possible substitute for questionable parentage and the caste intolerance that surrounds them. This, with deference, I beg leave to suggest is *the only reasonable complement, and security for any sufficient return upon the cost of training, and its efficacy in the long run*, leaving the details of its application, whether by incorporation into other regiments (?) or by the creation of a frontier police far removed from tribal influences (?) to the wants of the administration and judgment of experts to decide.

11. But to turn now to those properly speaking *large criminal castes* with whom "*cattle stealing*" and "*cattle poisoning*" are traditional adjuncts, congenial to their hereditary pursuits. Any pretence of police surveillance over these enormous masses is (with deference) only frivolous and delusive, while utterly demoraliz-

ing to the force at large, obstructive to their natural duties, and offering the greatest incentives to corruption and extortion that an *agricultural community* can present, and how large a proportion of the whole that represents is too obvious to need comment upon.

12. Cattle stealing, be it remembered, is now the only direction in which bucolic jealousy and pastoral revenge can find an outlet not immediately inimical to personal safety, with a tinge of romance and adventure in the achievement, but when *registration of sale and transfer* stands prominently forward as the natural outcome of increasing security for property that civilization demands, the evil is a mere question of time, and will disappear under its operation, *if rendered compulsory by law*, and therefore need not give this Committee any further trouble in formulating its application; but

13. "Cattle poisoning" has a different *motif* and an intangible character to deal with: the resource of almost the lowest caste in morals and social degradation: despised while fostered—their social and family ties contemptuously denied—true serfs of the soil—and valued only as such, sole beneficiaries of their caste crime: with almost perfect immunity from outside detection: *none other but caste surveillance and caste responsibility for its consequences can ever cope with or hold it in check*: while no other phase of crime is more secret and cowardly, ruinous and far-reaching in its consequences to the poor peasant victim, who offers no attractions to the dakaït and professional robber, but stands *alert* with this cruel and treacherous adversary ever at his gate.

14. If then legislation is to be invoked in favor of surveillance, *let caste surveillance and responsibility for caste crime* be its chief object. This seems to be the most equitable solution of the equation. Public interests that cannot be safeguarded on the one side, and brutal ferocity exercised with scarcely any risk or chance of detection on the other. I therefore beg leave to submit the following suggestions for consideration by the Committee, when deliberating on the question of the surveillance of the criminal classes.

15. Taking the Draft Bill prepared by the Panjáb Government as the Habitual Offenders' Surveillance Act of 1889 as the basis—

"Whereas it is expedient to provide for the more effectual surveillance and control of habitual offenders and for other cognate matters,—

"It is hereby enacted as follows:—

"(1.) (a) This Act may be called The Habitual Offenders' Surveillance Act of 1891.

"(b)—This section and section 9 extends to the whole of British India, the rest of this Act extends only to the territories, for the time being under the administration of the Lieutenant-Governor of the North-West Provinces and Oudh.

"(c)—And it shall come into force on ."

(2.) For the purposes of this Act, the term "habitual offender" shall apply—

(a) To any person convicted on two or more occasions of offences under Chapter XII or XVII of the Indian Penal Code, whether the second offence was committed subsequently to the first conviction or not; and who has been sentenced, or might have been sentenced, to enhanced punishment under section 75 of the same Code.

(b) And also to any person so addicted to any special offence, and to any caste, sect or section of any community so addicted to any special offence, or of which any defined percentage are so addicted to any special offence, in any prescribed locality, that a charge of any such special offence under Chapters VIII, XII, XIV, XV, XVI, XVII and

XXII of the Indian Penal Code has been (more than) twice formulated by any Magistrate, against him, or them, whether the charge has been substantiated or not.

- (c) That on its appearing necessary to the Local Government to enforce the provisions of this Act against any habitual offender, or any special caste, sect, or section of the community, addicted to any special offence or offences against the public tranquillity, or relating to coin and Government stamps, or affecting the public health, safety, convenience, decency and morals, or relating to religion, or affecting the human body, or against property, or of criminal intimidation, insult and annoyance, a notification in the *Government Gazette* of these Provinces shall be sufficient to authorize the enforcement, by any duly constituted authority, of the provisions of this Act against them from the day and date so notified as *unregistered habitual offenders*.
- (d) Any caste, sect, or section of the community addicted to any special crime or offence, having been notified and thereby prescribed as unregistered habitual offenders subject to provisions of this Act, shall, under such rules as the Local Government may devise, and within any limit of its jurisdiction as may be notified, *proceed to elect 1-10th of the adult males of its caste who are heads of families* to be a triennial *panch*, with powers to act as such in all caste disputes, provision being made that where less than 10 families of the same caste are located in one village, at least one male head thereof shall represent the caste or community in pargana pancháyat when required, any single family thereof isolated by residence *being represented and held responsible therein through its own head* as a member of the panch, to be declared "*constituted authority by election to settle caste disputes*" under such rules of procedure as the Local Government may prescribe, and *when so employed* must record their decisions, under such guidance as the contending parties shall provide, subject to the provisions of Hindu or Muhammadan law as effecting their caste or community, appeals being admissible to the Subordinate and District Courts, but no higher : their decisions being final.
- (e) That such members of panch be held responsible to the State *for the movements of their own caste and community*, whether as individuals, families or sections of the community, and bound to report the same *when extending beyond the limits of their pargana*, to the lambardár, zamindár or his mukaddam, for entry in a register to be kept by him in counterfoil at the expense of the village, and in the event of the lambardár refusing to enter the record, the informant will be bound to go to the patwári for such entry in a register to be kept by him in counterfoil, open to the inspection and attestation of the lambardár at all times, *as the evidence by which the discharge of his responsibility is attested*, and therefore requiring his signature or that of his mukaddam in verification.
- (f) Panch members failing to give information of these movements are *primâ facie* accomplices in criminal attempts, and as such are subject to the provisions of sections 11 and 12 of this Act whenever caste crime within their border demands compensation ; such compensation and penalties to be in all cases exacted from the caste concerned as hereinafter provided, through the agency of the panch, and all receivers, abettors and accomplices, outside the particular caste concerned, when fully proved to have been so, shall be brought under the provisions of this Act *if the charge is substantiated*, subject to the provisions of section 406, C. P. C.

- (g) In the event of the patwári's *refusal* to enter any record, it must be attested by a constable sent from the nearest police station at the request *in writing* of the zamindár or panch *to establish the same*, and to *record the report in the patwári's register with the attestation of any resident bania*. Any refusal on the part of these public servants to record these reports when required, *would subject them to the provisions of section 11, and justify their removal from office, without appeal or protest on a repetition of the offence.*
- (h) Patwáris to receive a registration fee of two pice for each entry, to be collected at the end of each fasl, through the panch members of the villages responsible for the amount.

16. The above provisions, in addition to the clauses of the Draft Bill (slightly modified in some paragraphs, as follows *in italics*) with any other detail of significance, which, *while ensuring caste surveillance, shall reduce police intervention to a minimum*, leaving it to its specific duties in the detection of crime, while a record would be thus maintained for its use, of the most perfect character, under caste surveillance, which is the object to be secured with least cost and friction.

(3.) An habitual offender may, in addition to any sentence of transportation or imprisonment which may be passed upon him, be made, subject under the order of the Court or Magistrate convicting him, to undergo a term of surveillance not exceeding seven years from the date of his release from transportation or imprisonment.

(4.) To section 123 of the Code of Criminal Procedure in its application to the territories to which this Act extends, the following shall be added :—"If any person ordered to give security for good behaviour under the provisions of this chapter does not give such security on or before the date on which the period for which such security is to be given commences, the Court or Magistrate may, in place of ordering such person to be committed to, or detained in, prison, direct that he shall be subject to surveillance within the meaning of the Habitual Offenders' Surveillance Act, 1891, and the rules thereunder, for a term which may extend to five years."

(5.) Any habitual offender in respect of whom a sentence of transportation or imprisonment is in force at the commencement of this Act, or who has been released from transportation or imprisonment within a period of three years from such commencement, may be required by the District Magistrate, or by a Subdivisional Magistrate specially empowered in this behalf by the Local Government, to undergo a term of surveillance which may extend to seven years from the date of his release from transportation or imprisonment, if, after examination of the record of the case in which such offender was convicted, or upon information received, such Magistrate considers that it is expedient for the prevention of crime that such offender should be placed under surveillance.

(6.) Any person in respect of whom an order requiring him to undergo a term of surveillance is passed may, at any time, while such order remains in force, apply to the District Magistrate or Subdivisional Magistrate to have security for his good behaviour taken from him in lieu of surveillance. Such Magistrate may reject the application if he thinks the continuance of surveillance necessary, but in such case he shall record his reasons. If the Magistrate is of opinion that security may be substituted for surveillance, he shall proceed, in accordance with the provisions of section 122 of the Code of Criminal Procedure, to require such person to furnish security for his good behaviour, and, as far as may be, in making this order the provisions of Chapter VIII of the same Code shall apply, except that the bond requiring such person to be of good behaviour shall, unless cancelled in accordance with law, bind him until the expiration of the period for which the order of surveillance was given.

(7.) For the purpose of surveillance, the Local Government may, with the previous consent of the Governor-General in Council, make rules prescribing—

- (1) the form in which a register of habitual offenders, who are under surveillance shall be maintained;
 - (2) the limits within which persons whose names are on such registers shall reside;
 - (3) the conditions as to holding passes under which such persons may be permitted to leave the said limits;
 - (4) the conditions to be inserted in any such pass as to—
 - (a) the places to or at which the holder of the pass may go or reside,
 - (b) the officers before whom he shall be bound to present himself from time to time, and
 - (c) the time during which he may absent himself;
 - (5) the conditions as to answering at roll-call, or otherwise, so that it may be ascertained that the persons whose names are on the register are actually present at given hours or times within the said limits;
 - (6) the inspection of the residences of such persons, and the prevention or removal of contrivances for enabling the residents therein to conceal stolen property or to leave their place of residence without leave;
 - (7) and generally to carry out the purposes of this Act in regard to surveillance.
- (8.) Any habitual offender violating any of the rules made under section VII shall be punished with rigorous imprisonment which may extend to one year or with fine, or with whipping, or with all or any two of those punishments.

(9.) Any habitual offender registered under the provisions of this Act as subject to surveillance, who is found in any part of British India beyond the limits prescribed for his residence without such pass as may be required by the said rules, or in a place or at a time not permitted by the conditions of his pass, may be arrested without warrant, by any police officer or village watchman, and taken before a Magistrate who, on proof of the facts, shall order him to be removed to the district in which he ought to have resided, there to be dealt with according to the rules under the Act for the time being in force.

The procedure for the time being prescribed by law for the removal of prisoners shall apply to all persons removed under this section, provided that an order from the Governor-General in Council, the Local Government, or the Inspector-General of Prisons, shall not be necessary for the removal of such persons.

(10.) It shall be the duty of every village headman and village watchman in a village in which any registered or *unregistered* habitual offender under surveillance resides, and of every owner or occupier of land on which such a person resides, to give the earliest information in his power at the nearest police station or *patwári's residence*—

- (1) of the breach of any of the rules under this Act by the said habitual offender;
- (2) of the departure without leave of any such person from such village or land as the case may be.

It shall be the duty of every village headman and village watchman in a village and of the *panch of the special caste, sect or section of the community*, to give the earliest information in his power at the nearest police station or *patwári's residence*

of the arrival at such village, of any person who may reasonably be suspected to be a registered or unregistered habitual offender under surveillance.

And it shall be the duty of every village headman and village watchman, and of every owner or occupier of land *and of the panch of the special caste, sect or section of the community* to give timely information to the officer in charge of the nearest police station or at the *patwari's residence* within which such village or land is situate, of any registered or unregistered habitual offender under surveillance, resident in such village or on such land, being absent at night without leave, or associating with individuals of bad repute, or ceasing to labour or to obtain a livelihood by honest means.

(11.) Any village headman, village watchman, owner or occupier of land, *and the panch member of the special caste, sect or section of the community*, who shall fail to comply with the requirements of section 10 shall be deemed to have committed an offence, and shall, on conviction before a Magistrate, be punished with fine not exceeding Rs. 300, or with rigorous or simple imprisonment, for a term not exceeding three months, or with both.

(12.) (1) When it appears to the Local Government that offences under sections 427, 428, 429, 435 or 436 of the Indian Penal Code are commonly committed in any tract of country, and that the inhabitants or any special caste of the inhabitants of that tract or any of them, keep back information which might lead to the detection of the offenders, or that any such inhabitants

[This section, which is new, is directed against offences of the nature of those punishable under sections 428, 429, 435 and 436, Indian Penal Code (including some like cases which fall under section 426 or section 427), poisoning cattle and incendiarism being offences which at times become frequent in parts of the country, and the commission of which can rarely be satisfactorily traced to particular persons, though (unless in cases where cattle poisoning is committed for the sake of gain) it is usually attributed with a good deal of probability to known enemies.

Under section 44 of the Criminal Procedure Code all persons are bound to give information of offences punishable under sections 435 and 436, Indian Penal Code; but this does not apply to offences punishable under sections 428 and 429].

tants or any special caste, sect or section of the inhabitants, engage in conspiracies to commit mischief to property, the Local Government may, by notification published in the official *Gazette*, and in such other manner as it shall direct, declare the provisions of this section to apply to that tract, or any special caste of the inhabitants of that tract, defining its limits in the notification, and may in like manner cancel the notification or alter the limits of the tract defined therein.

(2) When any offence mentioned in clause 1 of this section is committed in any tract to which this section applies, the Magistrate of the district may make an award, fixing the compensation payable for the injury caused by the offence, and if no trace of the offender has been discovered within three months from the date of the commission of the offence, such as may reasonably lead to his conviction, may determine the village or villages or the particular caste, sect or section of the inhabitants of such village or villages, and by which the amount awarded should be paid, and assess the proportion in which it is to be paid by each of such inhabitant according to his or their own assessment by *panchayat* of their respective means.

(3) The award of compensation and the order determining the particular caste, sect or section of the village or villages by which it should be paid shall be subject to confirmation by the Commissioner of the division, and when it has been confirmed, the amount assessed upon each person shall be recoverable under the warrant of the Magistrate by distress and sale of any movable property belonging to such person within the local limits of the jurisdiction of the Magistrate, or without such limits when the warrant has been endorsed by the Magistrate of the district within which the property is found.

DASNAH :
The 15th April 1891. }

JOHN MICHEL, C.E.,
Zamindár and Planter.

ADDENDUM.

1. It may be thought that the power to punish refractory village headmen and communities under the provisions of sections 11 and 12 of the Draft Bill under reference, would be sufficient to compel zamindárs and others to fulfil their obligations, without any need for the machinery of the pancháyat, official recognition of which has been generally discouraged and its use restricted in practice to social and caste purposes, though tenaciously maintained as a popular system of arbitration throughout the country; and in proposing its rehabilitation as a recognised official arbitrator among the people, and an intermediary between the masses and the police administration, the object in view is to facilitate that fulfilment of the zamindár's responsibility, *which grows yearly less practicable unless he becomes the leader of agricultural unrest and discontent, the recognised head of the lawless and turbulent of his vicinage, and one of the great league that would otherwise confront all real administrative control if the zamindár's communal responsibilities were to be stringently exacted.*

2. Further, it may be thought quite unnecessary to provide the community with such special organization against the criminal classes, and better to leave them to work out their own relief from the incubus of crime, through their own system of pancháyats still to hand, *though now to be maintained for other purposes.*

3. To this I would readily assent, if the Administration and people were of one race and united in aspirations; but, being otherwise, any such organization, without recognised official sanction and guidance, is fraught with danger and to be seriously deprecated, *unless it is made the vehicle for honor and public repute, by its influence on the side of law and order,* as it would, under the stimulus of popular race agitation, soon become a monstrous evil (!) instead of an educating medium fairly within the province of a strong police organization to control and keep within touch, *as a most powerful factor in the administration of the country,* with roots and ramifications far deeper than any that municipal organization, or schemes of "local self-government" can ever reach or knit together *for administrative (?) ADVANTAGE. Nor can these very convenient institutions as adjuncts to progress and development be effectively maintained without caste guilds and organizations: or expected to soothe, educate, interest and restrain a community so artificially stimulated into wealth and culture by railways and English gold, while they cannot in the slightest degree increase that security (?) which "religious antagonism" effects to rear up as a shield against the strife of races, veiling, but thinly, its own position and aspirations of "umpireship," with a record in recent history: nonetheless strongly delusive when the superb issues and wonderful results of that record are set side by side with prior historical facts.*

4. All the more reason it will be said to repress and discourage an influence that could so prejudice and endanger the people and Administration. And if the past gave proof of the decay or decline of the pancháyat (as an arbitrator) by simply ignoring its existence, the postulate might be accepted: but when results are reversed (so far as popular estimation can be gauged by personal observation) while the judiciary are still as ever harassed with litigation as the natural result of an over-crowded Bar with unearned wealth to scramble for, is it politic to refuse to enlist and control its aid? To reject the sympathies and better instincts of the people, in declining to help them through an agency of their own to record the movements of their habituals! *silently and unobtrusively,* and thus in time to relieve themselves of, not alone the incubus of crime, but the equally dreaded rack of police inquisition (not *per se*, but as at present,) *under the most shadowy pretences,* which is but a part of the good that caste surveillance if fairly accepted and encouraged may help to effect: for if caste as an institution can be made to rise superior to

the domination of its worst motives and instincts there is no burden too great for it to endure: as witness (in spite of its demoralizing influence) *the patient bondage of family ties; the meek submission to the wisdom of the ancients; the courtesy accorded to tradition; and the law-abiding influence it develops and exacts*: traits which the meanest exemplar of caste institutions will struggle to sustain and display.

In the belief that better instincts if backed up and supported by the *firm enforcement of such penal provisions* as contained in the Draft Act I have ventured to graft on to, will slowly but surely lead the *well-disposed, better-educated best-nurtured* to become helpers in *caste surveillance if they can escape or avoid attracting the withering attentions of police regard and interest as witnesses for the prosecution*. I still venture to commend the subject to the consideration of the Government of these United Provinces, not because I think it is impossible to control and repress crime without it, but because it can educate the people to assist in doing so, on the best and most equitable principles, and that to fail to *organize, utilize, and bring it under police control* when that great lever of provincial administration is under special consideration, would be an oversight not to be repaired till it becomes a task of such magnitude as to pass out of Provincial deliberations, prejudiced by conditions, motives, and influences, which are *all under Provincial control, at this juncture of passing events*.

DASNAH :
The 15th April 1891. }

JOHN MICHEL, C.E.,
Zamindár and Planter.



APPENDIX XIV.

GOVERNMENT RAILWAY POLICE.

Memorandum by the Assistant Inspector-General, Government Railway Police, on various points connected with the system of working now in force on the railway systems of these Provinces.

PART I.—*Adjustment of accounts of the Government Railway Police with different Railways.*

(1) *Accounts.*—All pay abstracts are prepared in triplicate. One copy is kept in office, the second is sent to the treasury to be cashed, and the third to the Accountant-General for transmission to the auditor of the railway for adjustment of accounts.

The East Indian Railway Auditor on receipt of the pay abstract keeps it till he gets the acquittance-rolls from the Assistant Inspector-General in English duly signed by each payee. When the latter reaches him he checks them with the pay abstract and examines all the signatures, and then sends in a cheque for the seven-tenth share to the Accountant-General on the Bank of Bengal, Allahabad.

The auditors of the other lines do not wait or call for acquittance-rolls, though they are prepared and kept ready in English duly signed in case they are called for; but they pay their seven-tenth share on receipt of the third copy of the pay abstract.

The acquittance-rolls are made out in this office both in English and vernacular, and signatures obtained in both. One rough copy is first made out every month in vernacular, from which fair copies are made.

If the contract or fixed contribution system is adopted, there will be no necessity for the three copies of pay abstracts or for English acquittance-rolls.

(2) *Transfer.*—In scrutinizing the acquittance-rolls lately the Auditor of the East Indian Railway asked for a monthly certificate from the Assistant Inspector-General to the effect that none of the officers or men were employed on any other lines. But in the interest of service it sometimes becomes necessary to depute men from this line temporarily to other lines and *vice versa*, and this used to be done previous to the company calling for this certificate.

There is only one Inspector to prosecute important cases, and he belongs to the East Indian Railway. Owing to the above restriction he cannot be deputed to attend prosecutions in cases belonging to other lines and the administration suffers in consequence.

(3) *Contingent bills.*—These are prepared in triplicate and sent to the controlling officer, whence they are sent to the auditors of all railways for payment of shares. Vouchers for all sums above and below Rs. 10 are required to be submitted to the company before the seven-tenths share is passed under the Civil Account Code Vouchers under Rs. 10 are not required to be attached to contingent bills, but the Company insists on their submission. In checking the bill the East Indian Railway Auditor tries to find out if there are any items which are payable entirely by Government, *viz.*, expenses incurred in arresting deserters from regiments and taking them to the authorities, such charges, not being paid by the Military authorities, are entered in the contingent bill. In short, if the Railway Police do any work in which the Company have no interest they object to pay a share, thereby making the matter of adjustment more complicated.

(4) *Travelling allowance bills.*—These are prepared in duplicate both for Assistant Inspector-General and subordinate officers.

The passing of the Assistant Inspector-General's travelling allowance bills is an endless bother under the present system, by which each railway pays for actual travelling over its own line.

In the first place the Assistant Inspector-General must be absent for eight hours, counting from midnight, to draw any allowance at all. If he returns to head quarters at 7-59 A.M. in the morning or leaves after four o'clock in the afternoon he can draw no allowance for that day. Say he leaves Allahabad for Cawnpore by the 8-10 train in the evening on the 1st March. He gets nothing for that day. He may finish all he has to do by seven o'clock next morning, the 2nd March, and go on at once to Lucknow. Here the question arises whether the travelling allowance for the 2nd March should be charged to the East Indian Railway or to Oudh and Rohilkhand Railway. From Lucknow he may inspect the Lucknow-Sitapur Railway, come on to the Oudh and Rohilkhand Railway again, go on to Bareilly and from there on to the Bareilly-Kumaun and Bareilly-Pilibhít lines, return to the Oudh and Rohilkhand Railway again, and go on to Saháranpur. To get to Delhi he has to double back to Aligarh as he cannot travel free on the North-Western Railway direct to Gháziabad. Changing at Háthras junction he goes on to the Cawnpore-Achneyra Railway and through to Agra Fort Station. This station is in charge of the Rájputána Railway Police, and the question arises whether the travelling allowance for that day should be charged to the East Indian Railway, Indian Midland Railway or Cawnpore-Achneyra Railway. He next joins the East Indian Railway again and returns to Allahabad. For this journey he would have to send in bills in triplicate to the East Indian, Lucknow-Sitapur, Bareilly-Kumaun, Bareilly-Pilibhít, Oudh and Rohilkhand, and Cawnpore-Achneyra Railways, with all the difficulty of calculating when the duty ended on one and commenced on the other line. All Railway Officers, as Traffic Superintendents, Local Superintendents, &c., get Rs. 8 a day. The Assistant Inspector-General, Railway Police, got Rs. 7-8-0 a day. This has now been reduced by Government to Rs. 5 a day.

Complication in adjusting the Assistant Inspector-General's travelling allowance also arises in the following manner :—

Lately the Assistant Inspector-General had occasion to see the Inspector-General at Lucknow, and he charged two days' allowance to the East Indian Railway. The business noted was "to consult the Inspector-General on railway matters." Out of these two days' allowance the Auditor, East Indian Railway, passed a portion only, leaving the balance to be paid by other railways according to mileage. This created a great complication in the Accountant's office books, and we shall have now to submit a supplementary bill showing the share of the objectionable item due from each railway to enable the Accountant-General to recover the amounts.

The East Indian Railway once objected to pay travelling allowance when the Assistant Inspector-General travelled with some police with the Viceroy's special train to Lucknow and Saháranpur. The Company was informed that the three-tenths paid by Government to the Railway Company was intended to cover such charges as this, and nothing more was heard about it.

It has been proposed that a fixed allowance of Rs. 120 a month be substituted for a daily rate, and that the sum be divided according to the mileage of each railway and paid monthly.

Under this system the different railways would have to pay monthly as under :—

East Indian Railway	...	...	...	...	Rs. 22
Cawnpore-Achneyra Railway	...	...	...	...	" 7
Bengal and North-West Railway	...	...	...	...	" 9
Indian Midland Railway	...	...	...	...	" 21
Rohilkhand and Kumaun Railway	...	...	...	...	" 2
Oudh and Rohilkhand Railway	...	...	...	...	" 28
Sitapur Railway	...	...	...	...	" 4
Pilibhít Railway	...	...	...	...	" 1
And Government three-tenths	...	...	...	...	" 26
Total					122

All complaints about bills, &c., would then be done away with.

In the travelling-allowance bills of subordinate officers an instance of complication is given below. In the Bengal and North-West Railway the only Inspector was suspended from work. There being no Sub-Inspector on this line, an Inspector was sent from the East Indian Railway to prosecute an important case. In his bill he charged two days' allowance for prosecution of the above case at Gorakhpur. The case belonging to a foreign line, the East Indian Railway retrenched this item. The Railway Police had on this to draw the item in a separate bill, charging it to the Bengal and North-West Railway. The Inspector-General objected to this course, on the ground that the officer in question belonged to the East Indian Railway, and was therefore not entitled to draw from the Bengal and North-West Railway. The item therefore remained unpaid till the Inspector-General decided that the railway for whom the officer worked should pay. A further complication would have arisen had the East Indian Railway objected to pass the pay of the Inspector for the two days he worked for a foreign line.

5. *Clothing bills.*—The Government of India have lately sanctioned the opening of an Excluded Local Fund for clothing of each railway. Seven-tenths of the allowance of each man at Rs. 8 per year is now drawn by the Accountant-General from the railway and credited to the fund at the beginning of each half-year, and orders have been received to draw the amount required for clothing from this fund; but the East Indian Railway has granted this on the condition of our submitting an account with all receipts complete at the end of each half-year. They will not be content with simply paying the share of the allowance to Government, but insist on an account from us every half-year, and at the end of every fourth year, if there be any unexpended balance, they want their share to be refunded.

6. *House-rent bills.*—The Company sends in at the end of each half-year a bill for rent of Company's quarters occupied by police: details of occupation of quarters month by month accompany the bill. It takes us a long time to check them, and see whether the men actually occupied the quarters or not. These bills are incorrectly made out, as no allowance is given for quarters lying vacant for a portion of the month, and we have frequently to return them for correction.

7. *Bills for chaukidárs.*—These bills are sent to us by railways for acceptance before adjustment; they give only the detail of pay, and number of chaukidárs and the amount paid. This is not a duly receipted acquittance-roll. We accept them so long as they do not exceed the allotment for the year.

Here it is to be noted that in the case of the Government law and order police the Chief Auditor, East Indian Railway, insists on receipted acquittance-rolls being sent him before he passes the railway share; but he does not send the receipted acquittance-rolls of chaukidárs: he simply sends in a memorandum showing the number of men at each station and their pay, and we have to pass it without the receipted rolls. If Government can trust the Company for payment to watch and ward establishment, surely the Company should trust Government for payment to law and order staff.

PART II.—*Interchange of Free Passes with Foreign Railways.*

On the organization of police on the Cawnpore-Achneyra and Bengal and North-West Railway in 1886 and 1887 trained officers and constables had to be drafted from the East Indian Railway. Free passes had therefore been granted these men over the East Indian Railway to the junctions of the two railways, viz., Cawnpore and Bankipur or Deegaghât.

Towards the latter end of 1888 the Agent, East Indian Railway, called for a return of the above passes issued in 1887 and 1888, and strongly objected to the

granting of free passes to men proceeding on foreign lines. It was pointed out that in the interests of the service this could not be avoided, and that the East Indian Railway benefitted more by this interchange, as occasion frequently arose in which prisoners arrested on the East Indian Railway had to be taken over to other railways for identification, and they would travel free on these lines; but the Agent instead of agreeing to this proposal sent in bills against the above two lines aggregating some hundreds of rupees; this was sent up to the Inspector-General for sanction, and the East Indian Railway was paid.

Hence arose the necessity of representing the matter to Government, as it became apparent that the railways, especially the East Indian Railway, would not consent, unless pressure was put upon them by the Government of India, through the Consulting Engineer. The annexed letter, No. 1541 of 4th September 1889, was accordingly sent by the Assistant Inspector-General to the Inspector-General; but the Inspector-General, before sending up the proposals for orders of Government, wanted to know whether the Agents of the various lines would be willing to accept the proposed rules.

As the East Indian Railway Agent's views were already known, the Assistant Inspector-General replied that the replies of the Agents would not probably be satisfactory, and that if Government accepted the proposals on the part of State railways and would ask the Agents of the other lines, the latter might sanction the reciprocation. The Inspector-General still asked the Assistant Inspector-General to sound the various Agents and obtain their views. This was accordingly done. The replies received were as already surmized. The Agent, East Indian Railway, replied that no necessity existed for any changes in the free pass regulations as affecting the Government Railway Police. The reasons given for rejecting the proposals were that the police on foreign lines had no more claims to free conveyance on the East Indian Railway than the ordinary police of the country. It was clearly pointed out to the Agent that by this arrangement the East Indian Railway Police would benefit most, as they had more frequently to travel over foreign lines.

The Agent, Indian Midland Railway, did not agree to the proposals, although he admitted that it would facilitate police administration, but from a railway point of view there were grave objections. What these objections were he did not mention. When the police for the whole line as far as Etarsi is sanctioned by the Government of India, he will probably then see the necessity for such an arrangement; but nothing can be done unless the Government of India take the matter up.

The Agent, Bengal and North-West Railway, agreed to a trial being given with single journey passes only.

The Agent, Cawnpore-Achneyra-Railway, replied that as the proposals for transfer of police supervision from the North-Western Provinces to the Bombay Government were pending, he was unable to agree to any alterations in the present arrangements.

Now that the Government of India have decided that supervision of the Cawnpore-Achneyra section will continue to be under the North-Western Provinces Government, the Agent will probably agree to the proposals if a reference is made by Government.

In August last on receipt of all the above replies the Assistant Inspector-General informed the Inspector-General that all the railways were not unanimous in their views regarding the proposal to grant free passes over all lines. He therefore suggested that the matter should be shelved for the present and taken up

The travelling allowance bills of subordinate officers has increased in 1890-91 from Rs. 1,680 to Rs. 2,300 owing to charges for railway fare on other lines, and the Company are paying seven-tenth without demur. The travelling allowance of all other lines has also increased for want of reciprocation.

gain as soon as the organization of the Railway Police on all lines (Oudh and Rohilkhand included) was completed.

Since this question was raised the administration has been suffering much : an officer cannot be deputed from one line to another. Transfers from one line to another are being carried out by bringing officers to the junction station at first and thence sending them to the line where they are posted. Trained men of the East Indian Railway refuse to be transferred to any other line, on account of the inconvenience they have to suffer in not getting passes for themselves and their families over the East Indian Railway when they proceed on leave. Several men have left the service for this reason alone: railway police service is in consequence getting unpopular.

Under the present system the inconvenience felt by the men is very great. For instance, a constable whose home is at Gháziabad is transferred to Gorakhpur on the Bengal and North-Western Railway. After working there eight or 10 months he gets 15 days' leave to go home with family and children. He is given a pass to and from Ajodhiaghát only; he has to pay railway fare for himself, wife, and children from Ajodhia to Ghaziabad and back, which absorbs his three months' pay.

Although attempts are made to get recruits residents of districts through which the Indian Midland Railway and other lines pass, they cannot get the same amount of training as the reserve at Allahabad. It has, I believe, already been suggested to the Inspector-General, that there should be one place for instruction of recruits for all railways, whence they will be sent out to the different lines. If this is sanctioned the interchange of passes will become absolutely necessary.

No. 1541, dated the 4th September 1889.

From—Assistant Inspector-General, Government Railway Police, Allahabad,

To—Office of Inspector-General of Police, N.-W. Provinces and Oudh.

THE Railway Police will shortly be established on all railways in the North-Western Provinces and Oudh, and the recent demand of the East Indian Railway Company insisting on payment of fares of policemen travelling on their line to the junction station of foreign lines, whether proceeding on duty or on transfer, necessitates the opening up of the question of interchange of free passes over all the lines. I have the honor therefore to bring the matter to the notice of the Inspector-General of Police with a view to the different railway companies being induced to accept the general rules I propose.

2. The railways concerned are—

- | | | |
|---|----------|--|
| 1. East Indian | Railway. | 7. Rohilkhand and Kumaun Railway. |
| 2. Indian Midland | ditto. | 8. Lucknow, Sitapur, and Seramau Railway. |
| 3. Bengal and North-West | ditto. | 9. Portion from Gháziabad to Saháranpur in the North-Western Provinces of the North-Western Railway. |
| 4. Cawnpore-Achneyra | ditto. | |
| 5. Oudh and Rohilkhand Railway (State). | | |
| 6. Bareilly-Pilibhít Railway (State). | | |

3. The transfer of men from one line to the other is unavoidable, and the necessity for sending men for duty on foreign lines is always occurring. If each

railway company insisted on the fares being paid from junction stations it would involve not only complication in the accounts, but also serious delay in investigations, and the keeping of large sums of money at the junctions for payment of fares, as Police Officers proceeding on urgent duty could not wait to apply to head-quarters for the necessary funds. On two of the lines they have to do so now as passes are refused. This is a very serious hindrance to work.

4. *East Indian Railway.*—The junction stations are—

Bankipur	...	...	For Bengal, and North-West Railway.
Moghal Sarai	...	...	} For Oudh and Rohilkhand Railway.
Cawnpore	...	...
Aligarh	...	...
Cawnpore	...	...	} For Indian Midland Railway.
Agra	...	...
Mánikpur	...	...
Gházíabad	...	...	For North-West Railway.
Háthras Junction, Cawnpore...	...	...	For Cawnpore-Achneyra Railway.
Ajodhiaghát	For Bengal and North-West Railway.

Oudh and Rohilkhand Railway—

Lucknow	...	...	For Lucknow-Sitapur Railway.
Saháranpur	...	...	For North-West Railway.
Bareilly	...	...	For Rohilkhand and Kumaun Railway.
Ditto	...	...	Bareilly-Pilibhít Railway.

In connection with this I may explain. Gházíabad and other stations on the East Indian Railway are in the Meerut district, and cases have to be taken to the Meerut Courts. This necessitates travelling over the North-West line. Similarly, Háthras city and other stations on the Cawnpore-Achneyra line are in the Aligarh district, and cases having to be taken over there, travelling on the East Indian Railway becomes necessary. Cases from Moghal Sarai and other stations on the East Indian Railway line in the Benares district have to be taken over the Oudh and Rohilkhand line to the Benares Courts. Fares of policemen, prisoners, and witnesses have to be paid and charged in each instance to the railway concerned.

5. The following are the existing rules for interchange of passes on the East Indian Railway and lines working in connection with it:—

Rule 45.—Free single journey passes will be interchanged with foreign (including State) railways working in connection with East Indian Railway, subject to the conditions of Rule 48, and will be granted for servants (or their families) of such railways only upon the application of the Agent or chief managing authority of each line.

Rule 46.—In regard to 2nd class passes required for other railways for Office Assistants and others, the Agent will apply for passes for employés proceeding on sick or privilege leave or furlough, but will not apply for holiday passes.

Rule 47.—Passes for native or subordinate employés of other railways will only be granted when the applicants are proceeding to or from their homes on sick or privilege leave.

Rule 48.—The issue of free passes to servants of State and other foreign railways is restricted to the main trunk lines which are in a position to reciprocate to a reasonable extent. Personal passes only will be issued, and these may include a reasonable quantity of personal luggage carried with a passenger.

These rules do not apply to the Railway Police, and could not be applied as they stand.

6. The rules I propose for general adoption are as follows :—

Rules for issue of passes to the Government Railway Police over foreign lines.

1.—With the permission of the Agent or chief managing authority, the Assistant Inspector-General, Government Railway Police, may issue journey single or periodical card passes to the Government Railway Police on foreign lines as stated below :—

- (a) Single journey passes to Police Officers and men (and their families and luggage) on transfer.
- (b) Single journey passes to Police Officers and men proceeding on duty, to include prisoners and witnesses, it being on *bonâ fide* railway cases.
- (c) Single journey passes to Police officers and men (and their families and luggage) to and from their homes proceeding and returning from leave of any description.
- (d) Single journey passes to the families, with luggage, of Police Officers and men returning to or coming from their homes.
- (e) Single journey or periodical card passes to the office establishment proceeding on duty.

2.—The issue of all such passes to be subject to the conditions imposed as to class, quantity of luggage, members to constitute family, &c. On the line travelled over Station Masters are also empowered to issue emergent single passes, on application, to Police Officers and men proceeding on duty.

3.—The rules are in force and applicable to the Railway Police on the lines they are serving on, and only require to be made applicable to the police of foreign lines. Service would be more popular, and they would be in no way detrimental to the Railway Companies.

PART III.—*Verification of rolls of menial servants of the Railways.*

In 1884 the registration of the menial servants of all Departments of the East Indian Railway was taken up by this office on the Agent sanctioning a clerk on Rs. 20 and a munshi on Rs. 10 for the work, payable by the Company alone. After two years the Locomotive and Engineering Departments wanted to discontinue the work. The work was then stopped and the staff discharged. The Traffic Department, however, insisted on the registration being continued. Mr. Berrill represented to the Agent that with the small office staff the registers could not be kept up, but that the rolls could be sent to District Superintendents of Police for verification by the referees. This we have been doing up to date. There is no register kept up ; nor are the verified rolls arranged and properly filed for future reference. They are received in English and translated in this office and sent to District Superintendents of Police for verification. On their return they are filed in bundles. The work of this office has so much increased of late owing to no office staff having yet been sanctioned for the Indian Midland Railway, though proposals were sent up to Government more than a year ago, that this work cannot be properly attended to.

Now we get muster-rolls of chaukidárs, porters, bhistis, watermen, pankha-coolies, sweepers, pointsmen, jamadárs, bearers at waiting-rooms, &c., from the Traffic Department of the East Indian Railway and Cawnpore-Achneyra Railway. These are received in large numbers every month. It takes a good deal of time to a clerk to translate and send them to District Superintendents, and on their return to read the long reports made by the police on the rolls and take action on those which are returned unverified, on account of incorrect address and residence. These are again sent back to the Traffic Superintendent for correction.

If the registration of chaukidárs alone be required for all railways we can do this work with the proposed amalgamated office establishment by opening a register in which all enlistments and results of inquiries into antecedents could be entered. In addition, however, to the watch and ward staff, if the work is to be done properly, the antecedents of the following menials should also be enquired into—

Porters.	Water-carriers.
Gatemen.	Bearers and ayahs in waiting-rooms.
Sweepers.	Pointsmen.

Licensed coolies of all sorts and loaders.

At present only the East Indian Railway sends rolls to be verified. None of the other railways do so.



APPENDIX XV.

Note by MR. SMEATON.

I DESIRE to place on record the following brief note with reference to paragraphs 13 to 17 of the "Introduction" to the Committee's Report :—

I attended the meetings of the Police Committee at Naini Tal till I went home on leave towards the end of August. On my return towards the close of October no general meetings were held ; and before the sittings recommenced, I was prostrated by a severe illness which effectually prevented my attendance till the close of the year. By this time the Committee's deliberations were to a considerable extent over: my own work was at its heaviest: and as I did not feel myself to be in a position to express a decided opinion on some of the many points raised, I judged it best to refrain from further attendance. I was the more inclined to this course as I knew the Committee's proposals involved very important and far-reaching questions of Provincial finance which were bound in ordinary course to be referred to me in my capacity as Financial Secretary to the Government. I will not therefore be a signatory to the Committee's report.

NAINI TAL: }
The 4th June 1891. }





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